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ABSTRACT

The report represents an external evaluation of a three-year project designed to use ex-offenders as paraprofessional parole officer aides in Ohio. The report includes the results of a 1974 national survey of States' use of ex-offenders in parole work as background of the study. The program is described in terms of selection and assignment, duties and limitations, training, salary, and characteristics of the selected aides. The methodology employed data from attitude questionnaires, interviews, field observations, attitude surveys of inmates and parolees, and recidivism rates. The attitudinal questionnaire indicated that, in general, the aides' attitudes and orientations are very similar to those related to success as a social worker. In-depth interviews with the aides revealed satisfaction with their work. Responses to interviews or questionnaires by parole supervisors, prison inmates, and parolees indicated general agreement that the program was worthwhile. Inmates consistently indicated a preference for parole officer aides, and parolees supervised by aides consistently ranked them higher on all questions than did those clients supervised by parole officers. In terms of recidivism, the parole officer aides were significantly more effective than parole officers. Evaluation of the 23 aides employed during the first two years indicated that their performance was equally as effective as a control group of parole officers. (NJ)

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THE PAROLE OFFICER AIDE PROGRAM

IN OHIO:

AN EXEMPLARY PROJECT

A Monograph in the Criminal Justice System Series
Number 42

BY

RAMON R. PRIESTINO, M.S.

HARRY E. ALLEN, PH.D.

The
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State
University

PROGRAM FOR THE STUDY OF CRIME AND DELINQUENCY

Delinquency
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Harry E. Allen, Ph.D.
Ramon R. Priestino, M.S.

December 8, 1975

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Preface

Despite the effects of innovations, increased efforts, hard work, dedication, and increased use of hardware and environmental design, criminal behavior in America appears to be rapidly increasing. The yearly Uniform Crime Reports of the Federal Bureau of Investigation reflect the rapid increase in the numbers and rates of crimes reported to the police. The 1972 report indicated that, from 1967 to 1972, the actual rate of reported crimes rose 55%, and the crime rate per 100,000 inhabitants rose 47%; the corresponding increase in population in the United States rose only 5%.¹ The crime rate in 1974 alone rose 18% over the 1973 figures.

The public in general is considerably exercised over the high crime and alleged recidivism rates. The reports by Bailey² and Martinson³ suggest that the recidivism rate has not been staunched by correctional programs. In the more recent years, however, innovators in the field of corrections have been experimenting with and investigating alternative programs for crime control and prevention. The Omnibus Crime Control and Safe Streets Act has made large-scale innovations possible, and Martinson is reviewing what works in corrections since 1967.

One area in which innovation has occurred has been the use of ex-offenders as parole officer aides in Ohio. This is an effective, innovative and meaningful program, deserving the Exemplary Project status which the Law Enforcement Assistance Administration has bestowed upon it. The Adult Parole Authority

and the Ohio Department of Rehabilitation and Correction have reason to be pleased with the fruits of their labors to date.

Footnotes to Preface

1. Clarence M. Kelley, Crime in the United States: Uniform Crime Report, 1972 (Washington, D.C.: U.S. Government Printing Office, 1973), p. 3.
2. W.C. Bailey, "Correctional Outcome: An Evaluation of 100 Reports", Journal of Criminal Law, Criminology and Police Science, Vol. 57 (June, 1966), pp. 153-160.
3. Robert Martinson, "What Works? -- Questions and Answers About Prison Reform", Public Interest, Vol. 35 (Spring, 1974), pp. 22-55.

CHAPTER 1

THE USE OF PARAPROFESSIONALS IN CORRECTIONS

Introduction

The use of nonprofessional aids in social service delivery programs has a long history.¹ The volunteer is probably the most common expression of this use, and has traditionally been seen in such programs as the United Way, the Red Cross, Candy Stripers, and the March of Dimes. Increasingly, volunteers are serving in corrections in such programs as Man-to-Man, Woman-to-Woman, Volunteers in Probation, etc. Most volunteers have no special characteristics for serving in such delivery systems, particularly in terms of training and formal education. They are, however, recruited for their high interests in and desire to be of service to others, as well as their knowledge of community agencies, resources and opportunities. More typically unpaid, these non-professional workers nonetheless provide an agency with considerable manpower on a regular and extensive basis. Both agency administrative personnel as well as line workers view volunteers as separate from and not an integral part of the paid, professional staff. Further, volunteers have a unique feature, particularly in corrections: they cannot be fired if their contributions and presence are deleterious to the operations and mission of the agency.

A major departure from the traditional uses of volunteers occurred in 1963, when the Mobilization for Youth project, funded through the President's Committee on Juvenile Delinquency and Youth Crime, was originated.

Scott² reports that, in addition to the effects of the Office of Economic Opportunity in increasing the demand for indigenous paraprofessionals, the use of ex-offenders as indigenous paraprofessionals in corrections has been implemented in Alabama (the Draper Project), Massachusetts (the Massachusetts Correctional Institution at Walpole), the Federal Bureau of Prisons (particularly in Terre Haute, Indiana), Colorado (BARS Project), California (the Squires' Program at San Quentin), North Carolina (Chapel Hill Youth Development and Research Unit), Illinois (University of Chicago Center for Studies in Criminal Justice and U.S. Probation Office), and Oregon (Project MOST).

Organizations of ex-offenders have also been found to impact on offenders either currently incarcerated or emerging on parole. These include the Synanon Foundation; Self-Development Group, Inc.; Seventh Step Program; Future Association of Alberta, Canada; Efforts from Ex-Convicts in the District of Columbia; and the House of Judah in Atlanta.

The paraprofessional, unlike the volunteer counterpart, has distinct and unique characteristics as a treatment perspective. The desired characteristics of a volunteer (high interest and community knowledge) are combined with the dimensions of a new career, and the paraprofessional is viewed as an integral part of an agency's staff while being paid for services rendered. While distinct from formally trained professionals, the paraprofessional is a person with definite ties to the local community but with less formal training. Many criminal justice professionals view the paraprofessional ex-offender as a peer of the

offender, with intimate knowledge of the life styles, problems, limited resources, attitudes, traits and behavior of the offender. Since social distance and inability to communicate between the professional correctional worker and offender have been defined as contributing in part to offender non-adjustment to life on the streets, parole revocation and recidivism, the paraprofessional has been viewed as a major aide in resolving a part of the crime problem.

The paraprofessional in corrections has been characterized as increasing service efficiency and effectiveness through relieving the professional of time-consuming work which does not require extensive formal training, as well as providing certain services which the professional cannot. These insights and traits are believed to be especially useful in managing and assisting minority and ethnic groups of which the professional may not be a member. In like fashion, the paraprofessional is viewed as a translator and transmitter who can, ideally, influence the attitudes, behaviors, and insights of the professional in relation to the clients and community being served, thus enabling the professional to deal more effectively with those he serves. It is no wonder that paraprofessionals have in many larger agencies been given major roles in treating and servicing clients in human service delivery systems. Departments of Correction throughout the United States (as will be discussed below) are using ex-offenders as paid paraprofessionals in such diverse roles as correctional officer, probation and parole officers and aides, teachers, counselors, placement officers, ombudsmen, therapists in drug and alcohol abuse programs, etc.

A subtle and seldom acknowledged fall-out of the use of ex offenders as

paraprofessionals in corrections is retroflexive reformation, a process by which ex-offenders find themselves advocating and later adopting prosocial attitudes, behaviors, traits and beliefs. The ex-offender is transformed from a help receiver to a help giver, and in a role reversal may find that he incorporates into his own life-style that same pattern which he seeks to have his clients adopt. It may well be a truism that the ex-offender A, in trying to provide services to offender B, benefits as much as if not more than B in becoming and remaining crime-free and non-criminal. If such a phenomenon were repeatedly reported and verified, the policy implications for people-changing systems would be obvious and indicative.

In summary, during the last decade indigenous workers with similar characteristics, background, experiences, and behaviors as the clients they serve have been increasingly utilized in establishing more effective and productive services and relationships. Corrections--and especially community-based corrections-- has also begun to utilize ex-offenders as change agents in aiding current offenders in their adjustment to the community and in their transition to the free world outside institutions.

In these areas, it appears that the use of ex-offenders as indigenous paraprofessionals may be of considerable benefit to clients, the agency, the paraprofessional himself, and to the society as a whole. Unfortunately, most prior evaluations have been subjective and non-empirical in nature. The existing lack of empirical, hard data on which to build is a situation to be remedied, for it is essential that policy makers, future evaluators, innovators and criminal

justice practitioners have reliable and robust data for future planning and action. This report in part addresses that need.

The Study

This report represents an external evaluation of the use of indigenous paraprofessionals as parole officer aides in Ohio, and is more extensively described in the next chapter. An overview of the project and its goals are presented here in order to put into perspective the results of the national survey on states' use of ex-offenders in parole and probation work roles, part of the history of the use of ex-offenders in correctional endeavors.

The Adult Parole Authority of the Ohio Department of Rehabilitation and Correction, in September of 1972, implemented what to date has been a three-year program designated as the Parole Officer Aide Program using ex-offenders as quasi-parole officers. Funding has been provided by grants from the Law Enforcement Assistance Administration, through block and discretionary funds, as well as by matching state funds. Evaluation of the Parole Officer Aide (POA) Program has been conducted under contract with the APA by the Program for the Study of Crime and Delinquency of the Ohio State University.

The goals of the POA project were to bridge the gap between the APA and parolees, to facilitate communication between corrections and the community and state, to engender trust and confidence in the correctional system, to decrease recidivism, and to reduce parole violations. This monograph reports on the evaluation of the three year project designed to gain the benefits of the

services of the ex-offenders as well as provide new and meaningful careers for ex-offenders in this area of the human service delivery systems. In general, the State of Ohio has successfully used ex-offenders in these roles.

As part of the process of evaluation, a national survey was conducted in early 1974 to determine the extent to which ex-offenders were used or being considered for use by other correctional departments. The outcomes of this portion of the evaluation study are included below to place the POA project in national perspective.

National Survey of States' Use of Ex-Offenders in Parole and Probation Work

As noted above, there has been a rapid increase in the number, variety and responsibilities of ex-offenders in the human service delivery system in general, and in corrections in particular. The interest in and expansion of programs using ex-offenders has led to an explosion of knowledge about and literature on the use of paraprofessionals. The latest resources indicate that most programs have been relatively successful, and thus criminal justice agencies, including law enforcement units, have more intensely explored the possibility of use of indigenous workers in their mandated roles. Both the Joint Commission on Correctional Manpower and Training and the more recent National Advisory Commission on Criminal Justice Standards and Goals (1973) have expressly urged correctional agencies to actively recruit, retain and use ex-offenders in working with convicted offenders.

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Although these prestigious Commissions have urged and literature reflects more widespread use of ex-offender paraprofessionals in corrections, critics have continued to argue that such programs are more rhetorical than implemented. Further, the actual number and types of such programs in use by state correctional agencies has not been documented in recent years; the National Council on Crime and Delinquency surveyed the area in 1967. The absence of more recent information may well be an inhibiting factor in the adoption of such programs. For these reasons, a survey was undertaken to ascertain the extent of such programming.

The Survey.

The survey of the use of ex-offenders in correctional roles was undertaken in March of 1974. A 22-item questionnaire was sent to the administrative head of each state department of corrections in the nation, along with a cover letter explaining the purpose of the survey: to ascertain baseline data on the use of ex-offender paraprofessionals as well as certain attitudes toward the use of such indigenous workers. Follow-up mailings were sent every two weeks to non-respondents, and at the end of 12 weeks 48 polled administrators had responded. The remaining three state administrators were telephonically surveyed.

As questionnaires were returned, it quickly became evident that there was a major problem. The questionnaire contained items covering parole and probation as well as a general response category of "other", referring to the use of ex-offenders in corrections outside of the probation and parole area. Many state administrators duplicated the questionnaire and circulated it to other agencies, leading to multiple responses from seven states. Therefore, on

questions dealing with parole and probation, a decision was made to report only the responses received from the various state directors of corrections (unless the state director of probation was the principal respondent). The multiple responses from the seven states are reflected (for the most part) only in the general category of "other": the multiple answers received were simply averaged together to assign an overall response from that state.

One other weakness of the data is reflected in the fact that several states do not have a centralized probation service. For example, in California, probation is strictly a county function (with the exception of the state probation subsidy program). In Ohio, by contrast, one-half of the counties are supervised by the state central office while the other half maintains county autonomy. It appears that, in several states with decentralized probation programs, no one knows the entirety of what is going on throughout that state in the field of probation. Therefore the emphasis in this report is on the use of ex-offenders as parole officers or aides.

The Use of Ex-Offenders

First, it was obviously difficult for many state directors of corrections to accurately respond to whether their state used ex-offenders as parole or probation officers or aides. One of the major reasons was simply that, in at least nine states, there are no legal or administrative restrictions excluding ex-offenders from state employment. Consequently, little effort had been made to document whether or not correctional employees have criminal records. The response from Oregon typifies these circumstances:

. . . the Corrections Division has no specific program to hire former offenders, and certainly no specific funding for that purpose. Conversely, we have no bias against hiring any individual whose background and ability qualify him or her for a specific position.

The respondent went on to indicate that following his canvass of personnel offices serving various units of the Corrections Division, several former offenders were identified as employees.

Sixteen (approximately one-third) of the states reported the use of ex-offenders as parole officers or aides (see Table 1). The number ranged from one such employee in five states to twenty-three in Ohio and fifty-five ex-offender employees in Pennsylvania (see Table 2).

Using former offenders as parole officers is a relatively new phenomenon, as judged by the initial dates given for the initiation of such practices (see Table 3). California began its program in 1967; Washington, in 1968; and four states (Alaska, Maryland, Utah and Wisconsin) report similar programs beginning in 1970. In 1971, four additional states initiated ex-offender parole officer programs; five more states implemented such programs in 1972; and one state reported beginning a program in 1973. Apparently 1970-1972 was the period when most of these programs began. In fact, of the 139 ex-offender parole officer aides presently employed throughout the United States, 117 (over 84 percent) were employed in states which initiated their programs during this period. It is of interest to note that all thirteen programs which began between

TABLE 1

State Responses to the Use of Ex-Offenders
in Corrections

Category	States Using	(Percent)	States Not Using Ex-Offenders	(Percent)
Parole Officer Aide	16	34.0	31	66.0
Probation Officer Aide	10	24.4	31	75.6
Other*	22*	100.0	0	0.0

*Includes Correctional Officers, teachers, work-release directors, community volunteers, halfway house counselors, other professional positions, business officer personnel, work-release supervisors, program coordinators, clerical support in probation and parole services, teachers' aides, probation officers, cooks and related service workers, research assistants, engineers, other institutional jobs not involving custody, treatment aides in drug programs, advocates, cottage parents and employment counselors.

TABLE 2

Number of Ex-Offenders Actually Employed
by Number of States

Ex-Offender Employees							
Type Employment	1	2-5	6-10	11-15	16-30	31-60	Total
Parole	5*	1	5	2	1	1	139
Probation	1*	1	2	2	0	0	41
Other	0	5	2	3	3	1	203

*Several states failed to report the number of ex-offender parole or probation officer aides they employed thus the total in row one is only 15 states.

TABLE 3

Year in Which State Program Using Ex-Offenders Began

Category	Date	States	Percent
Parole	1967	1	6.3
	1968	1	6.3
	1969	0	0.0
	1970	4	25.0
	1971	4	25.0
	1972	5	31.3
	1973	1	6.3
		<u>16</u>	<u>100.0</u>
Probation	1968	1	12.5
	1969	0	0.0
	1970	4	50.0
	1971	1	12.5
	1972	2	25.0
		<u>8*</u>	<u>100.0</u>
Others	Early 50's	1	5.3
	1969	2	10.5
	1970	3	15.8
	1971	3	15.8
	1972	6	31.6
	1973	4	21.1
		<u>19*</u>	<u>100.0</u>

*Three states failed to report when their parole or probation officer aide program began and the N under others represents programs rather than states.

1970 and 1972 received LEAA funding. Of the ex-offender parole officer aide programs initiated before this time, only one of the three reported federal funding. The tremendous growth and adoption of such programs, therefore, appear to be an outgrowth of federal interest in supporting such innovations.

The use of probation officer aides has followed a similar line of development and funding as parole officer aides. All but one of the state programs, begun since 1970, received federal funding. Of particular note is the fact that all ten states with probation officer aide programs also have parole officer aide programs.

Legal and Administrative Restrictions Concerning Employing Ex-Offenders

Several state directors mentioned that one of the motivating factors for initiating their ex-offender parole officer aide program was the need to set an example for other employers to hire ex-offenders. A typical comment was: "... the commission cannot ask other employers to consider hiring ex-offenders without first hiring them ourselves." Despite the validity of such logic, administrative or legal restrictions limit the employment of ex-offenders for parole or probation work in fifteen states. Eleven state directors of correction report legal restrictions such as the following:

Parole officers are "peace officers" and must be licensed to carry firearms and it is against our state law for a convicted felon to carry a firearm.

The state, county, or municipality may not employ a person convicted of a felony who has not, prior to the time of filing an employment application, received a full pardon.

Our state personnel still refuses to hire if a potential employee has been convicted of a felony or is under felony indictment.

Convicted felons lose their citizenship and cannot be sworn to oath of office until citizenship is restored.

Convicted felons cannot by law be appointed to a position of trust.

Nine states reported administrative restrictions limiting the employment of ex-offenders in parole or probation work. In four of these nine states there were no legal restrictions, only administrative ones. Typical restrictions reported were:

Our policy is that an applicant with a criminal record must have received a pardon for each convicted offense before employment is considered.

It is simply not done in our state. We want employees we can trust and you never know about ex-cons.

The use of ex-offenders as parole or probation officer aides does not have the support of experienced probation and parole officer personnel but appears to be limited mostly to academic theorists. The role of the ex-offender must be limited, and he should never be allowed to exercise any of the supervisory control over offenders.

In addition to legal and administrative restrictions prohibiting ex-offenders' employment in parole and probation work, other factors discourage many ex-offenders from participating in such programs. Low monetary compensation is no doubt one determining factor. The average beginning pay for such employees was \$483.52 per month or a mere \$5,802.21 per year. The highest beginning pay for parole or probation aides was in Alaska where the minimal starting pay was \$687.00 per month or \$8,244.00 per year. The pay scale for ex-offenders in parole or probation work was also quite limited. Often aides

are unable to advance to higher professional levels and, therefore, their maximal earnings are considerably restricted. The maximal salaries for ex-offender aides ranged from \$6,684 to \$16,800 per year, with the average maximal salary being \$10,352 or \$862.67 per month. With such financial barriers and the additional professional restrictions, aides in some positions may be locked into a low paying job with little hope of advancement within the agency.

While definite barriers exist in some states, several state and federal agencies actively recruit ex-offenders for their respective parole and probation aide programs, as well as other important positions. For example, several state ombudsmen were formerly ex-offender parole officer aides. At least one assistant prison warden was a former aide, and one administrative assistant to a state director of Correctional Services was a former offender. Thus, in some instances the former offender who selects a career in criminal justice can progress professionally and receive better compensations.

Another positive point of the ex-offender parole and probation programs was the opportunity provided aides for educational advancement. Twelve of the sixteen states which utilized ex-offenders as parole or probation officer aides provide paid release time from the job for educational advancement. In addition, financial aid was available in at least eleven of the sixteen states to defray the educational expenses. Such available support and encouragement may solve the dilemma of low pay by preparing the former offender aides for better paying jobs. The Law Enforcement Education Program (LEEP) is undoubtedly a major advancement aid.

Criteria Used in Selecting Ex-Offenders for Employment in Correctional Work

Selection of paraprofessionals remains a problem for most helping agencies. No less than twenty-eight state directors of corrections requested from the researchers a list of criteria on how other states were selecting ex-offender aides. One director of corrections commented:

One of the reasons our state has been reluctant to start programs using ex-offenders as parole or probation officers is our uncertainty as to how reliable, dependable and trustworthy ex-cons can be identified. Certainly, public opinion is not apt to be highly mobilized if ex-offenders as correctional personnel were to become involved in legal problems.

Consequently, many directors of corrections appeared to be somewhat reluctant to accept such new programs without definite guidelines on how ex-offender aides should be selected, and how they were being selected in other states.

It is clearly evident from the survey that a definite lack of consensus exists among the various states in selecting aides (see Table 4). The criterion for employment most frequently mentioned was the ability of the ex-offender to be articulate and able to communicate well with others. Other criteria frequently mentioned were good adjustment on the part of the ex-offender during and after parole, presently free of correctional supervision, and a set minimum educational achievement level (varying from eighth grade in one state to a college degree in another). Several directors mentioned that although criteria were established for selecting ex-offender aides, often these were ignored or overlooked if a particularly good prospect were being considered.

TABLE 4

Criteria Used in Selection of Ex-Offenders
for Employment in Corrections by State

Criteria	States
Ability to Communicate	5
Adjustment during and/or after parole supervision	4*
Presently free of Correctional Supervision	4
Certain Educational Minimum Achievement	4
Other**	10

*The number is greater than 15 because most states mentioned more than one criterion.

**Includes: Stability, maturity, reliability, honesty, potential, integrity, interest, no discernable situational problems, at least average intelligence, enthusiasm, good behavior while incarcerated, successful completion of extended training program while incarcerated, dependability, free of sexual deviancy, willingness and ability to participate in college program and same criteria as for any other potential employees.

Job Performance of Ex-Offender Aides

The major question of all ex-offender programs concerns their successfulness. State directors of correction were asked to rank (on a scale from 0 to 100 with 50 being average) the overall job performance of their ex-offender aides in comparison to regular staff members performing similar tasks. Overall, aides' performance was rated very good for the sixteen states, with the average being 67.8 with a range from 30 to 100. Aides were apparently judged highly effective in those states where they were employed.

Certainly if the field of corrections is to utilize the ex-offender in a meaningful role, the support of correctional personnel is essential. The Joint Commission on Correctional Manpower's 1967 survey found over 50 percent of the correctional personnel interviewed felt it would not be a good idea to hire ex-offenders in their agency.³ The current survey found a definite shift in this respect. Eighty percent of the state directors felt it desirable to hire ex-offenders in their agencies today. Moreover, in those states utilizing ex-offenders as aides, directors were even more complimentary and committed to the idea than in states not using such programs. Although the desirability of such programs between states utilizing and not utilizing ex-offenders was not statistically significantly different, there did appear to be less opposition to such new programs today, even in those states which have not implemented them.

All state directors of correction were asked to list both the advantages and disadvantages of utilizing ex-offenders as parole or probation officers or aides. The advantages most often mentioned were the greater rapport ex-offenders were

able to develop with parolees and probationers, and the ability of the ex offenders to empathize with the problems experienced by the parolees and probationers (see Table 5). Several directors mentioned comments such as the following:

They (the offenders) bring with them the unique quality of being on both sides of the correctional process and thereby can more readily identify with offenders' fears and problems.

Another typical comment was:

It gives some legitimacy to our requesting employers to consider hiring an ex-offender if we have some on our own staff. It's pretty difficult justifying to a potential employer why he should hire an ex-con if your own agency refuses to hire them.

One final advantage mentioned by a number of directors dealt with the mediating role such employees could perform between parolees and the parole department.

They (ex-offenders) could teach us how parolees think and why they do some of the "crazy" things they do. In addition, they could justify many of our policies and rules to parolees in a way that they might accept them. Hell, we can use any help nowadays that we can get regardless of the source.

The major disadvantages mentioned by state directors of corrections in utilizing ex-offender employees center around negative stereotypes and stigmatizations still ascribed to former offenders (see Table 6). Comments by directors included: "(The professional staff) would be incensed by lowering our selection criteria;" and "Public support can certainly not be counted on if your office is packed with ex-offenders;" and "... hiring such undesirables is simply inviting the corruption of your office and clients." Certainly public opinion can be mobilized, placated and won over. In the case of the

TABLE 5

Major Advantages Cited by States for Employing
Ex-Offender Parole/Probation Officer Aides *

Advantages	Number of States
Greater rapport with clients	33
Better understanding of client's problems	19
More capable of empathizing	14
Streetwise	9
Additional line of communication to the community	9
Resource and mediator	8
Unique support for professional staff	6
Stronger commitment to the job	5
Additional source of manpower	4
Other**	13
None	5
Total	125

*Frequency of responses does not add to 50 because some states gave several advantages

**Includes: affirmative action, opportunity for ex-offender to contribute to criminal justice field, perform public relations services, better able to avoid being "conned", provides reality-based approach to offenders from a staff position, can enter areas where officers would fear to tread.

TABLE 6

Major Disadvantages Cited by States for not Employing
Ex-Offender Parole/Probation Officer Aides*

Disadvantages	Number of States
Professional staff's resistance	16
Possible adverse publicity	12
Possibility of them corrupting their parolees or probationers	12
Difficulty of finding suitable candidates	10
Overidentification with client	4
Lack of career ladder	3
Expense in resocializing and training	3
Lack of information and experience in running such programs	2
Lack of most ex-cons education and intelligence	2
None	4
Other **	13
Total	81

* Frequency of responses does not add to 50 because some states gave several disadvantages

** Includes: generally assigned only menial tasks, possible rabble-raising for no effective purpose, lack of effectiveness except in drug treatment programs, non-acceptance by clients, too much expected from sole factor of ex-offender status, inability to deal with strengths and weaknesses of the system, protection of confidentiality of records, high turn over rate, inclination to disregard official policy, police resistance, and ex-cons are undependable.

ex-offender, this may be done most efficiently by appeals to the public's self-interest (demonstration of the effectiveness of ex-offenders in curbing crime through working with parolees), combined with the reiterated support of societal standards (e.g., everyone should have an equal opportunity to compete). A major deficiency of ex-offenders gaining such public support is their lack of a major spokesman. Lacking such vocal support, negative public opinion continues, and ex-offenders tend to operate from a weak and vulnerable position.

The 1974 survey of the fifty states and the District of Columbia found considerably more support for using ex-offenders in correctional work than was the case in 1967. Not only did more states favor using such indigenous workers in 1974, but several states had implemented such programs since 1967. All of the programs implemented since 1967 were supported by federal funding. Whether the states are truly committed to the idea of utilizing ex-offender personnel may be more accurately answered when such federal funding is no longer available.

It appears that the ex-offender's involvement in corrections may continue to increase if for no other reason than the phenomenon of "jumping on the bandwagon." Using ex-offenders as parole or probation officers and aides is a relatively new idea. Given the criticism corrections has recently received, adopting new programs in this area may at least dissipate much of this criticism. However, directors in those states where ex-offenders are presently being utilized as probation or parole officers or aides appeared much more

committed to the desirability of such programs than directors in states where such programs were not in use (see Table 7). Whether or not utilizing ex-offenders in corrections affects state directors' attitudes favorably or whether directors already favoring such programs are the ones implementing them cannot be answered from these data. It is apparent, however, that utilizing ex-offenders as parole or probation officer aides is considered very desirable today by most state directors of corrections.

The future role of ex-offenders in correctional work may well be determined by top administrators in the respective state correctional departments. Unless such programs are supported by those in decision-making positions, it is unlikely that they will survive for long. This factor alone supports the relevance of the national survey conducted and reported here.

A summary of the various state's responses to the 1974 survey is provided in Table 8. Judging from the survey, there appears to be growing and continuing support for implementing ex-offender programs on a wider basis. Their success or failure may be determined not only by the quality of ex-offenders selected but also by the support such programs receive from professionals in the field. If professionals accept ex-offenders as a complimentary co-worker (as they apparently have in Ohio), the ex-offender programs are much more likely to be successful. On the other hand, if the professional staff view such new employees as threatening their own positions and compromising the dignity and respect of their agency, the outcome of such programs is in doubt.

The use of ex-offenders in corrections is a unique and refreshing approach.

TABLE 7

Desirability of State's Utilizing Ex-Offenders
as Parole or Probation Officer Aides

States	Desirability			Total
	Undesirable	Desirable	Very Desirable	
Utilizing Ex-Offenders Officers	2 (12.5%)	9 (56.2%)	5 (31.3%)	16
Not Utilizing Ex-Offender Officers	7 (25.9%)	17 (63.0%)	3 (11.1%)	27
Total	9 (20.9%)	26 (60.5%)	8 (18.6%)	43

TABLE 8

THE USE OF EX-OFFENDERS IN PAROLE AND PROBATION WORK
AS REPORTED BY STATE DIRECTORS OF CORRECTIONS

	Utilize Ex-Offender Parole/Probation Officer Aide	Ex-Offenders Employed in "Other" Correc- tional Positions	Legal Restric- tions Exist	Administrative Restrictions Exist	Desirability of Ex-Offender Programs	Released Time for Education	Financial Aid for Education	Number of Ex- Offenders Employed as Parole/Probation Aides
Alabama			X		U			
Alaska	X	X			D	X	X	12
Arizona		X			D			
Arkansas					D			
California	X	X		X	D	X		10
Colorado		X			D			
Connecticut		X			U	X	X	
Delaware					VD			
District of Columbia		X		X	VD	X	X	
Florida	X	X			D	X	X	11
Georgia		X						
Hawaii					D			
Idaho	X	X	X	X	U	X	X	1
Illinois	X				VD	X	X	9
Indiana		X						
Iowa	X	X			VD	X	X	1
Kansas					D			
Kentucky	X	X			VD		X	4
Louisiana		X	X					
Maine					D			
Maryland		X*		X	D	X*	X*	
Massachusetts		X	X	X	VD			
Michigan	X	X			D			1
Minnesota		X					X	
Mississippi					U			
Missouri		X			VD	X		
Montana								
Nebraska					D			
Nevada					U			
New Hampshire					U			
New Jersey	X	X	X		D/VD	X	X	7
New Mexico					D			
New York			X	X	D			
North Carolina		X	X		D	X	X	
North Dakota					D			
Ohio	X		X	X	VD	X	X	23
Oklahoma			X		D			
Oregon								
Pennsylvania	X				D	X	X	55
Rhode Island					D			
South Carolina					U			
South Dakota					D			
Tennessee					D			
Texas			X	X				
Utah	X				D	X	X	2
Vermont	X				D	X	X	
Virginia	X	X			D			1
Washington	X				U	X	X	11
West Virginia		X						
Wisconsin	X	X			D	X		
Wyoming			X	X	U			
Total	16	22	11	9	----	17	16	
Percent	31.4	43.1	21.6	17.6	----	33.3	31.4	

*Discontinued in 1972. Total does not include this program.

Not only does it convey the trust of the state in hiring ex-offenders for responsible positions, but it indicates the willingness of the state to seek new ways to help ex-offenders. Both of these goals are laudable. Certainly the growth and acceptance of such programs during the last eight years has been remarkable. If the growth and acceptance of such programs continues at the present rate, ex-offender parole officers and aides will be a common and important part of the correctional helping team of the future.

Footnotes

1. The bulk of this chapter has been drawn from Joseph E. Scott. A Follow-up Evaluation of the Parole Officer Aide Program in Ohio (Columbus, Ohio: The Program for the Study of Crime and Delinquency, 1974).
2. Ibid.
3. Joint Commission on Correctional Manpower and Training, Offenders As A Correctional Manpower Resource (Washington, D.C.: U.S. Government Printing Office, 1968)

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CHAPTER 2

THE PAROLE OFFICER AIDE PROGRAM IN OHIO

The Adult Parole Authority (APA) of the State of Ohio implemented the Parole Officer Aide Program in September of 1972, using ex-offenders as quasi-parole officers. This program was staffed solely by ex-offenders who met the special requirements for admission to the program. Funding was provided by grants from the Law Enforcement Assistance Administration and by matching state funds.

The goals of the project, as stated in Chapter 1, were to bridge the gap between the APA and parolees, to engender trust and confidence in the correctional system, to decrease recidivism, and to reduce parole violations. During the first year, 13 ex-offenders were hired as aides; an additional 10 ex-offenders were employed the second year; and 7 aides were hired in the third year.

Salary

Ex-offenders working as parole officer aides (POA's) do not enjoy the same status, powers, or salary levels as parole officers, although in the areas of salary and status the gap has been sharply reduced. The POA's position was originally classified as a Caseworker II under the State Civil Service regulations; the first-year parole officer is classified as a Parole Officer I. The salary differentials in 1974 were marked: \$3.70 per hour or \$7,696 per annum for the POA, and \$4.16 per hour or \$8,652.80 per annum for

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the Parole Officer I. Originally, only one of the POA's could be classified as a Parole Officer I, because the other aides lacked the formal educational requirements of at least three years of college. The situation--at least in terms of developing a career ladder--was further complicated by the limited range in the Caseworker series (I, II, III); only one higher level existed for promotion and salary increases (other than the annual "step" raises). Did the APA develop a career ladder?

At the point of entry, 12 POA's had less than a high school education, 11 had graduated from high school, 13 had at least some college education, and one was a college graduate. As of June 30, 1975, through release time, LEEP funding, availability of colleges and universities, high motivation, and APA policies and encouragement, the situation had changed markedly. Five POA's had completed high school, 18 were enrolled in college, one had finished an undergraduate degree, two were working on masters, and one had completed a master's degree.

Even more remarkable were the promotions in rank: 4 POA's were promoted to the parole officer series. This is an important precedent. The APA appears to have constructed a career ladder for indigenous paraprofessionals, who have been recruited into jobs with futures and which offer advancement in terms of both promotions and salary increases.

Duties of the Parole Officer Aide

The Ohio POA program differs from most other parole aide programs in operation in the United States in that each aide was assigned a caseload of 30 parolees and was required to provide supervision comparable to that

provided by professional officers. (The caseloads might be increased in size in the immediate future.) The initial 10 cases assigned to each aide were selected from existing parole officer caseloads from within the same geographical unit in which the aide worked. These 10 cases were "multiple problems" cases, in need of intensive supervision and attention. The term "multiple problems" does not refer to the severity of a parolee's crime or life situation; rather, it refers to the combination of social and/or behavioral problems impacting on the parolee. Parole regulations stipulated that such cases would consist only of men "on the street", not awaiting arrest, trial or further incarceration. The other 20 cases were, for the most part, typical parolees (see Chapter 4), although the second year evaluation indicated the POA's received parolees with more intensive past criminal records, incarcerated for longer periods of time, on whom parole officers had "given up", and who were about to violate and be returned to incarceration. Some of the same differences were found in a sample of caseloads in the third year (Chapter 4).

The POA's were intended to be and have in general functioned as job resource developers for the APA. It was generally felt that the aide was in a better position to locate employment possibilities for parolees than were the parole officers, due to the aide's intuitive understanding of the types of jobs parolees need, as well as his intimate knowledge of the neighborhoods in which the parolee was to work. These aptitudes have apparently provided a new or more extensive expertise to the APA, which was previously unavailable.

The three-year evaluation substantiates the effectiveness of parole officer aides in job procurement for parolees.

Another important function of the aides was their ability to act as a resource for other staff members. Because the parole officer aides were generally familiar with high-delinquency neighborhoods within their working unit as well as the high-crime areas and establishments that should be avoided by parolees, their knowledge was invaluable to other parole officers both in evaluating and counseling parolees. The parole aides were in an ideal position to share first-hand information about particular offenders and to suggest alternative supervision techniques.

An additional responsibility of the aides (as outlined in their job description) was that of speaking regularly before high schools, service groups, and pre-release institutional inmate groups to publicize the Adult Parole Authority's Programs and to gain community support. As might be expected, some aides participated in this activity more extensively than others.

Limitations on the Parole Officer Aide

By law, the parole officer aide in Ohio is not allowed to: (1) arrest a parolee, (2) own or carry a firearm, or (3) transport an arrested offender. Also, due to statutory limitations, an aide cannot assume the responsibility of sole supervision over parolees. Thus, a weekly staffing of the aide's cases with the senior parole officer and unit supervisor is mandatory. (These were carried out more judiciously by some unit supervisors than others, as will be apparent in the evaluation which follows). In addition, monthly visits

are theoretically required by the supervising officer to the homes of parolees assigned to the parole officer aide to "collaborate information given at the weekly staffing, to determine attitudes of the offender and his family toward the aide, and to provide any additional assistance to the offender deemed necessary."

Selection and Assignment of Aides

Selection of parole officer aides was initiated through recommendations by parole officers. The various districts of the Adult Parole Authority were informed of the program the first year and were asked to recommend qualified men who had successfully completed parole. Several ex-offenders were already involved in speaking engagements with parole officers or were volunteering for work around the office. These men showed an interest in the work of the parole department and some were considered "naturals" for the job. Men were also recruited from successful community programs using ex-offenders, such as Seven Steps and Con-cerns. Recommendations were forwarded to the Project Director, who, along with top administrators of the Adult Parole Authority, selected 13 men to begin in August, 1972. The additional aides hired in 1973 and 1974 were selected on a somewhat different basis. Parole units in which new aides were to work selected prospects who were then approved by the Central Office.

The following selection criteria for parole officer aides were established and generally followed:

1. Age - There was a reluctance to hire men younger than 22.
2. Residency - All applicants were required to be Ohio residents.
3. Parole status - All applicants had to have successfully completed parole.
4. Communication skills - Applicants had to demonstrate a propensity for interpersonal communication skills (be articulate) and be free of psychopathological tendencies.
5. Applicants must have displayed "acceptable" behavior during incarceration.
6. Applicants must have displayed sufficient "coping" ability and genuine concern for others.
7. Applicant's behavior must not have been considered excessively assaultive or aggressive to the point of being dysfunctional.

To facilitate a successful beginning, the Project Director was careful to select "winners" -- men he was confident would succeed. Of the 13 men chosen in August of 1972, 10 remain as active and successful parole officer aides in August 1974. One man resigned after discovering he was not suited for the program; one man was terminated because of an alcohol problem; and one man was promoted to the Ohio Department of Rehabilitation and Corrections as an ombudsman. The additional aides hired in 1973 have not been quite so successful in maintaining employment. One was terminated because of suspicious activity (possibly criminal); another was terminated because of behavior unbecoming a parole officer; a third quit because of his dissatisfaction with the restriction prohibiting his carrying a firearm; and a fourth was promoted to the state ombudsman's office (the second aide to be promoted to that office). The aides who resigned or were involuntarily terminated were all replaced by other ex-offenders. Seven aides were hired

in 1974-1975, and 22 were employed by the Department of Rehabilitation and Correction June 30, 1975. Parenthetically, two aides left the APA for positions in private enterprise, at levels to be considered promotions.

Description of Ohio's Parole Officer Aides

The aides employed by the Ohio Adult Parole Authority were drawn from diverse backgrounds. Although most came from blue collar backgrounds, their previous occupations ranged from sheriff's deputy, undercover agent, employment placement specialist, welder, roofer, landscaper, and salesman, to more menial jobs such as custodian, porter, cab driver, grave digger, and gas station attendant. The aides' formal education was considerably less than the average parole officer's. Only one aide had a college degree, and 12 aides had not even completed high school at point of initial employment as a POA.

The aides' past criminal involvement varied considerably as well. In 1974, the number of arrests for aides varied from 1 to 21 with an average of 6.2 arrests, while the number of convictions also varied considerably from 1 to 21 with the average being 4.2 convictions. The actual time aides had previously been incarcerated ranged from 11 months to 10 years, with the average time being 51.3 months per aide. The offenses for which they had been incarcerated ranged from murder, manslaughter, robbery, and assault and battery, to issuing insufficient fund checks, auto theft, burglary, receiving stolen goods, and carrying a concealed weapon. Judging from the

above data, it would appear that the parole officer aides hired by the Ohio Adult Parole Authority were extensively experienced in the field of crime.

Training Seminar

Prior to entering the field on a full-time basis, all of the first year parole officer aides (along with their future supervisors) were involved in a two-week training seminar. The agenda for the first week included several speakers from the Adult Parole Authority who discussed the philosophy, goals and objectives of the program; the various roles of the parole officer aide; counseling and interviewing techniques; the criminal justice system; the use of community resources; and parole philosophy as it relates to the community. The seminar also included instructions on report writing and the proper procedures for completing departmental forms.

During the second week, sessions were conducted by Program Design and Implementation, a subsidiary of Executive General Corporation. Various models of communication were discussed as well as team building and practical planning. Individual speakers discussed psychological "hang-ups" and psychological "bigness." The Leadership Planning Guide from Management Research Associates was used to evaluate all participants in the seminar. This information was also helpful in breaking down initial barriers between the aides and their supervisors, and in promoting communication crucial to the program's success.

The subsequent training seminar for the second group of parole officer aides was conducted by the Public Service Careers and lasted four weeks.

The format for this second seminar covered essentially the same areas as the first; however, additional emphasis was given to verbal, writing, and counseling skills.

The 7 new POA's in the third year were hired at various times throughout the year, preventing a formal training seminar. These 7 POA's were trained in classes routinely conducted at the parole officer training unit.

Evaluation

In September of 1972, the Adult Parole Authority contracted with the Program for the Study of Crime and Delinquency of the Ohio State University to conduct an evaluative study of the Parole Officer Aide Project. The following information in this report concerns that evaluation and will be covered in detail in Chapters 3, 4, 5, and 6.

Summary

Since September of 1972, Ohio has employed ex-offenders to work as parole officer aides. Selected on the basis of successful parole completion, past behavior and personal capabilities, the parole officer aides have performed tasks similar to those of a parole officer, with certain limitations. Specifically, the parole officer aide was responsible for a caseload of 30 parolees, performed some public relations activities, and served as a resource for other staff members. Men selected as parole officer aides received thorough, intensive training concerning the Adult Parole Authority goals and objectives, as well as more mundane and ordinary topic matters.

CHAPTER 3

METHODOLOGY

This chapter details methodology used in evaluating Ohio's Parole Officer Aide Program. The first part of this chapter briefly describes the goals of the evaluation and the various means utilized in attempting to reach these goals. The last part of the chapter consists of a more extensive description and explanation of the various approaches utilized in evaluating the program as well as identifying specific indices and scales utilized by the researchers. In addition, several limitations of this evaluation and report are noted, and some suggestions are made for future evaluations and criminal justice evaluators. The results and analyses of the data will be presented in chapters 4, 5, and 6.

Goals of the Evaluation

The primary goal in evaluating the POA program has been to determine the effectiveness of ex-offenders working as parole officer aides for the Adult Parole Authority (APA). Inasmuch as the ex-offenders (parole officer aides) did not necessarily perform tasks identical to those of traditional parole officers, utilizing some type of quasi-experimental design was not feasible. The decision was made to use a compromise research design (i.e., comparing aides to parole officers on those tasks which both groups would be performing).

One of the major limitations of the Parole Officer Aide Program evaluation is the lack of any equivalent group with which to compare results. If evaluators conclude on the basis of their data analysis that a program is effective and worthwhile or ineffective and worthless, it must be in relation to something else. For this reason, a control group was selected. Each parole officer selected as a member of the control group worked in one of the geographical units to which an aide was assigned and was also the officer in that unit most like the aide with respect to prior work experience with the Adult Parole Authority (i.e., generally, the youngest parole officer in terms of work experience). Using such a control group allowed us to reach certain general conclusions that we otherwise could not have.

As was indicated in Chapter 2, aides not only had fewer cases than parole officers, but, in addition, had a higher percentage of "multiple problems" cases. (Generally one-third of the aide's caseload was made up of parolees with multiple problems.) In addition, aides were sometimes assigned parolees from other officer's caseloads who had repeatedly broken rules and were in danger of having their paroles revoked. Given the different nature of the aide's caseload and the typical parole officer's caseload, comparisons on such normal indicators as parolees' recidivism rates might therefore be misleading, although one such comparison is offered in Chapter 6.

Approaches Utilized in Evaluating the Program

The Parole Officer Aide Program was continuously monitored and evaluated since the program's inception in September, 1972; several approaches were used. First, a questionnaire was developed to measure various attitudes

and orientations generally associated with effective social service personnel. This questionnaire was administered each year to all parole officer aides and all parole officers in Ohio. Second, after the Parole Officer Aide Program was essentially underway, in-depth interviews were conducted by a professional interviewer with each of the parole officer aides. The primary purpose of these interviews was to ascertain any problems aides might be having with their new responsibilities, as well as to determine their effectiveness. Third, undergraduate students (primarily juniors and seniors) from Ohio State University worked an entire day with either a parole officer aide or a parole officer. (Ten parole officers were selected as a control group the first year and 23 the second.) These students, trained as participant observers and instructed on field procedures and recording of information for later analysis, reported the activities and evaluated the effectiveness of the parole officers and aides with whom they worked. Fourth, each unit supervisor was interviewed every year and asked to rate the effectiveness of parole officer aides and the parole officers in the control group under his jurisdiction. Fifth, inmates at Ohio's adult penal institutions, who were at the time participating in a pre-release program, were administered questionnaires to poll their attitudes concerning the appropriateness of the aide program. Sixth, a fairly large sample of the parolees supervised by parole officer aides or the parole officers in the control group were surveyed concerning their attitudes and evaluations of the services rendered by the officer or aide who directly supervised them. These parolees

were mailed a questionnaire on which they rated the quality and quantity of supervision they received. Additional information about the parolees pooled was obtained from the Adult Parole Authority files for comparative purposes. Seventh, the second year's evaluation also included a national survey of State Directors of Correction to determine the prevalence and desirability of ex-offender programs in corrections. (The results were presented in Chapter 1.)

1. Attitudinal Questionnaire

One of the first tasks undertaken was the construction and administration of a tool designed to measure respondents' attitudes and orientations toward working with and relating to people. Essentially the same instrument was administered every year. This instrument was administered to all parole officers and aides at their respective district meetings.

The questionnaires were administered to 102 men the first year, 89 of whom were parole officers and 13 were parole officer aides who completed the questionnaire. In the third year, 89 employees were surveyed, 22 of whom were parole officer aides.

In looking at the social characteristics of the two groups (see Table 9) certain demographic differences were apparent. (On a number of the questions for the first year, certain demographic information was missing on a large number of parole officers. The reason for this gap is simply that some questions were added to the questionnaire after it had already been administered to a large number of the parole officers.) In the two years, the aides were composed of a much greater percentage of Blacks than were the parole officers (54%

compared to 24% in 1973 and 63% compared to 18% in 1974); aides also had considerably less formal schooling than did the parole officers. The majority of the aides had not finished high school while the majority of the parole officers were college graduates. Also, a higher percentage of parole officers than parole aides were married (92% compared to 62% in 1973 and 66% compared to 58% in 1974).

Several scales were included in this initial questionnaire. An Achievement Motivation Scale¹ composed of the following ten items was used:

1. I like to do my very best in whatever I undertake.
2. I would like to do something that means a lot to other people.
3. If somebody says I'm not good enough, I usually try harder.
4. I like to succeed in the things that I do.
5. The easier the job, the better I like it.
6. I try to be better at things than most people.
7. Doing hard jobs makes me proud.
8. I don't like people who are always trying to get ahead.
9. I would like to accomplish something of great significance.
10. I like the challenge of a hard job.

A Self Esteem Score² composed of ten questions was included:

1. Once people get to know me they usually don't like me.
2. I don't have too much respect for myself.
3. I think that most people like me.
4. I will never amount to anything worthwhile.
5. The more people know about me, the less they like me.
6. I don't believe that anyone really likes me.
7. I'm not much good for anything.
8. There's nothing about me that is any good.
9. Sometimes, I think I'm no good at all.
10. All in all, I would say that I am a failure.

A Focal Concerns Score which included ten statements was employed:

1. I'd rather not have anyone telling me what to do.
2. Never back down from a fight.
3. You shouldn't waste your time on anything that is not exciting.
4. Excitement makes life worth living.
5. You can get what you want from other people if you can outsmart them.
6. The most successful men got that way by being lucky.

7. You've got to be able to fight your way out of tough spots.
8. The only thing I have to look forward to is whatever excitement I can find.
9. Anything that is not exciting is not worth doing.
10. The tough guy has it made.

A Parole Aide Scale consisting of thirty-six separate indicators was also developed and utilized:

1. The parole officer aide (POA) can be a valuable assistant to the parole officer.
2. The POAs prior criminal status will lessen his ability to line up jobs for parolees.
3. POAs have a unique understanding of problems of present parolees.
4. There are a few qualified POAs who can do effective parole work.
5. POAs will be as effective in changing present parolees as are parole officers.
6. POAs will undermine the parole officer's position with parolees.
7. The best agent for changing parolees is the POA.
8. Most parolees will see POAs as a stool pigeon for the correctional system.
9. Use of POAs will improve the agency's public image.
10. POAs will demand too much time and effort in supervision by parole officers.
11. The use of POAs will probably result in new treatment programs that will help parolees adjust to the street.
12. POA's will be torn between loyalty to the parolee and to the correctional agency.
13. Using POAs is highly likely to reduce parole violations in their caseloads.
14. POAs have little to offer the criminal justice system.
15. In general, POAs are able to carry the same caseload as a parole officer.
16. POAs would be more effective with multiple problems cases than with a general caseload.
17. Most POAs will have problems relating to the average parole case.
18. As far as the acceptance of other ex-offenders by the community is concerned, the use of POAs is likely to be useful to corrections.
19. POA's would be more effective in institutional work rather than parole work.
20. The POA will affect the image of the parole officer positively.
21. Most parolees would object to being supervised by a POA rather than a parole officer.
22. POAs decrease the gap between parolees and the parole system.
23. The POA will affect the image of the parole officer positively.
24. POAs are able to promote positive public relations for the parole system.

25. Using POAs will not increase trust of parolees in the parole system.
26. Parolees who are assisted by POAs are more likely to succeed on parole than those who do not receive such help.
27. POAs will not be as effective as the parole officer since the parolee will not see him as an authority figure.
28. POAs can establish productive relations with non-middle class parolees which parole officers would find most difficult to establish.
29. Most POAs tend to overlook technical violations of parolees.
30. It is easy for a POA to help parolees avoid pitfalls which he has already made.
31. Most POAs will not be as dedicated to changing parolees as will parole officers.
32. Using POAs will increase trust of parolees in the parole system.
33. POA's are as effective in changing behavior of parolees as are parole officers.
34. Parole officers are more effective in changing behavior of parolees than are POAs.
35. The use of POAs can reduce recidivism among parolees.
36. POA's can supervise parolees with a minimum of difficulty.

Srole's Anomie Scale³ was also utilized, consisting of five statements:

1. Most public officials (people in public office) are not really interested in the problems of the average man. In general, would you agree with that statement or disagree?
2. These days a person doesn't really know whom he can count on.
3. Nowadays, a person has to live pretty much for today and let tomorrow take care of itself.
4. In spite of what some people say, the lot (condition) of the average man is getting worse, not better.
5. It's hardly fair to bring a child into the world with the way things look for the future.

A Powerlessness Scale⁴ composed of seven questions was used:

1. There's very little we do to keep prices from going higher.
2. Persons like myself have little chance of protecting their personal **interests** when they conflict with those of strong pressure groups.
3. A lasting world peace can be achieved by those of us who work toward it.
4. I think each of us can do a great deal to improve world opinion of the United States.
5. This world is run by the few people in power, and there is not much the little guy can do about it.
6. People like me can change the course of world events if we make ourselves heard.
7. More and more, I feel helpless in the face of what's happening in the world today.

A Conservatism Scale⁵ made up of nine questions was included:

1. If you start trying to change things very much, you usually make them worse.
2. No matter how we like to talk about it, political authority really comes not from us, but from some higher power.
3. It's better to stick by what you have than to be trying new things you don't really know about.
4. A man doesn't really get to have much wisdom until he's well along in years.
5. I prefer the practical man any time to the man of ideas.
6. If something grows up over a long time, there will always be much wisdom in it.
7. I'd want to know that something would really work before I'd be willing to take a chance on it.
8. All groups can live in harmony in this country without changing the system in any way.
9. We must respect the work of our forefathers and not think that we know better than they did.

Two Dogmatism Scales were incorporated into the questionnaire. One of the Dogmatism Scales consisted of all fifteen items⁶ while the other scale⁷ included only the first ten statements of those listed below:

1. Fundamentally, the world we live in is a pretty lonely place.
2. It is often desirable to reserve judgment about what's going on.
3. A person who thinks primarily of his own happiness is beneath contempt.
4. In the history of mankind there have probably been just a handful of really great thinkers.
5. Most people just don't know what's good for them.
6. Once I get wound up in a heated discussion I just can't stop.
7. The worst crime a person can commit is to attack publicly the people who believe in the same thing he does.
8. In this complicated world of ours the only way we know what is going on is to rely upon leaders or experts who can be trusted.
9. In the long run the best way to live is to pick friends and associates whose tastes and beliefs are the same as one's own.
10. While I don't like to admit this even to myself, I sometimes have the ambition to become a great man like Einstein, Beethoven, or Shakespeare.
11. My blood boils whenever a person stubbornly refuses to admit he's wrong.
12. There are two kinds of people in this world: those who are for the truth and those who are against the truth.
13. Man on his own is a helpless and miserable creature.

14. It is better to be a dead hero than to be a live coward.
15. The present is all too often full of unhappiness. It is only the future that counts.

In addition to the attitudinal scales, indices, and the social biographical data, the questionnaire also focused on the orientations concerning corrections and more specifically, the causes of crime, as viewed by the aides and officers. These latter dimensions were tapped again in the third year.

2. In-Depth Interviews of Parole Officer Aides

In-depth interviews with each parole officer aide were conducted during the first evaluation year by a professional interviewer, hired to travel to the various Ohio cities in which aides were working. On-the-job interviews were conducted in Akron, Athens, Canton, Cincinnati, Cleveland, Columbus, Dayton, Lima, Toledo, and Youngstown. The major focus of this portion of the evaluation was to ascertain how well the aides had been assimilated into the Adult Parole Authority, how well they were functioning, and if any major problems were being encountered. In addition, several questions were asked as to how aides utilized their work time and how satisfied they were with their work.

3. Field Observations of Officers and Aides

As part of the evaluation, information was desired on the relationship between parole officer aides and the parolees they supervised as compared to traditional parole officers. Also of interest was the way in which aides utilized their working hours as compared to parole officers.

At this point in the evaluation, it was determined that some type of control group was needed for comparative purposes. This group would serve as a reference point for the parole officer aides. Although a parole officer aide's job description differed somewhat from a parole officer's, the similarities between the two appear to be greater than the differences.

The first control group was selected in March, 1973, and at that time, only 10 of the original 13 aides were still employed by the Adult Parole Authority. Ten parole officers were therefore selected in the manner described above. These 10 officers are the control group for the 1973 evaluation and many of the comparisons will be in reference to their behavior and job performance. A similar procedure was followed the second year when 23 parole officers were selected as the control group. In the third year were 23 parole aides, and 23 parole officers were randomly selected from within parole units. From this point on, when reference is made to parole officers, it will denote those men comprising the control group, unless otherwise specified.

It was originally planned for unit supervisors to rate both aides and parole officers on their ability to relate with parolees, as well as to have a sample of parolees rate each group on various criteria. In addition, it was felt that further insight might be gained by having someone work with members of each group and keep reliable records on a number of items.

Nineteen junior and senior students from The Ohio State University were selected for this part of the data collection the first year and 46 the second year. They received instructions on methods of participant observation and various ways to collect data in an unobtrusive and non-reactive manner. Each student was also provided with a brief outline of questions that person

was to answer following his field work. Two or 3 days following each student's field work, a research staff member at the Program for the Study of Crime and Delinquency met with the students individually for a "debriefing" interview. These interviews generally took 30 minutes to 1 hour to complete. In addition to the student's written report (which was gone over at this time), other information discussed in Chapter 4 was solicited from each student.

We were aware of the possibility of selective perception and retention of information on the part of the field participants. It was felt, however, that any biasing of such perceptions would be randomly distributed between the 2 groups (parole officer aides and parole officers), inasmuch as no effort was made to match type of field worker with type of Adult Parole Authority employee. As a precaution, however, students were simply informed they would be working with a parole officer and that the purpose of the evaluation was to provide the Adult Parole Authority with an indication of a typical day for a parole officer in Ohio. No mention was made of the fact that some of the parole officers were former offenders. Similarly, parole officers and aides were simply requested to allow a student registered in a criminology course at The Ohio State University to work with them for a day to see what parole officers do.

Field workers recorded specific information on the following topics for both years:

1. Number of parolees seen during the day.
2. What percentage of the officer's time was spent with parolees.
3. How well the officer got along with parolees and with fellow staff members.

4. Interviews with Unit Supervisors

Each unit supervisor in whose unit a parole officer aide worked was interviewed in late March of 1973, 1974, and 1975, by one of the research staff members from the Program. The number of unit supervisors increased from 10 to 20 during the second year's study. The supervisors were asked to evaluate the aide working in their unit as well as the parole officer (selected as a member of the control group) on several characteristics. Fourteen supervisors were interviewed in the third year.

The questions used for these interviews were developed from discussions which research staff members had with several staff members of the Adult Parole Authority. Three characteristics repeatedly mentioned as necessary for a parole officer to perform well on his job were used in measuring the effectiveness of officers and aides from their supervisor's perspective:

1. The officer's ability to motivate parolees.
2. The officer's ability to relate in a non-threatening and yet firm manner to parolees.
3. The officer's willingness to put himself out, or in other words "go the extra mile" in working with parolees.

The supervisor was asked to rate the aide and the "control" parole officer on each of the above characteristics using a scale from 0 to 100.

The scale was presented in the following manner:

Poor			Average				Excellent		
0	10	20	30	40	50	60	70	80	90 100

Using this same type of rating scale, supervisors were asked to indicate how the aide or officer under his supervision ranked with respect to: (1) getting jobs or special job training for parolees, (2) getting along with fellow workers, (3) getting along with representatives of other programs and agencies in the

community, (4) report writing, and (5) as an overall employee of the Adult Parole Authority. Data were also gathered from supervisors on the advantages and disadvantages of the Parole Officer Aide Program and on any additional activities in which aides had engaged which were not generally performed by parole officers.

5. Inmates' Attitudes Toward the Parole Officer Aide Program

The fifth method utilized in evaluating the Parole Officer Aide Program was to have inmates, who were about to be released from prison, rate the advantages and disadvantages of such an approach. Inasmuch as all parole officer's and aides' ultimate job is to help inmates released from correctional institutions adjust to and function adequately in society, it seemed logical to ascertain what these offenders felt about the use of ex-offenders in corrections.

The research design originally called for the administration of a questionnaire in April, 1973, to inmates in the pre-release program of all institutions for felony offenders in Ohio. Because of budgetary and time limitations, this questionnaire was administered only to those inmates in the pre-release program at the two male (reformatory) institutions at Lebanon and Mansfield. However, during the second year's evaluation, inmates from all penal institutions in Ohio were included in the sample. The number of inmates responding to the questionnaire is therefore somewhat limited the first year (65 respondents); a more adequate sample size was obtained the second year (180 respondents). Table 9 reveals several characteristics of the two groups.

The second year's sample contained a larger percentage of Blacks (52% in 1974 as compared to 44% in 1973), a wider age distribution, and a larger percentage of high school graduates (39% in 1974 as compared to 14% in 1973). These changes appear to reflect changes in the inmate composition in Ohio's prisons. For example, in 1973 less than 50% of the inmates were Black and, in May of 1974, the Adult Parole Authority reported that 58% of the inmates were Black. In October of 1975, 52% of the inmates were Black.

6. Survey of Parolees

The sixth approach used in evaluating the aide program was a survey of the parolees supervised by aides and officers in the control group. It was felt that the parolees could indicate the effectiveness of aides in comparison to parole officers as well as or better than any other group.

A sample of 20 parolees the first year and 10 parolees the following year was randomly selected from each officer's and aide's caseload. Inasmuch as the caseloads of many parole officer aides differed significantly from those of other parole officers, each unit supervisor was requested to go over the list of parolees on the "control" officer's caseload and select the 30 parolees most similar to those he would assign the aide. From these 30 names each year, a sample of parolees was randomly selected. This approach seemed necessary in order to have somewhat similar groups of parolees to evaluate the aides and the officers because of possible differences in type of parolees on various caseloads. As one would expect, some unit supervisors had voiced apprehension about assigning potentially violent parolees to aides while other supervisors indicated they assigned the "worse" parolees in their unit to the aide.

TABLE 9

SOCIAL AND DEMOGRAPHIC CHARACTERISTICS OF INMATES FROM
OHIO CORRECTIONAL INSTITUTIONS RESPONDING TO QUESTIONS
CONCERNING THE PAROLE OFFICER AIDE PROGRAM

		1973 Respondents		1974 Respondents	
		Number	Percentage	Number	Percentage
1.	What is your race?				
	Black	28	43.7	90	51.7
	White	36	56.3	81	46.5
	Other	0	0	3	1.8
2.	On your last birthday, how old were you?				
	18-21	22	36.6	18	10.4
	22-25	30	50.0	38	22.0
	26-30	8	13.4	38	22.0
	Over 30	0	0	79	45.6
3.	How many years of school have you completed?				
	0-3 years	0	0	3	1.7
	4-6 years	0	0	5	2.9
	7-8 years	10	15.6	21	12.1
	9-11 years (some high school or trade school)	37	57.8	67	38.7
	12 years (high school graduate)	9	14.0	57	32.9
	13-15 years (some college or techni- cal school)	8	12.5	18	10.4
	16 years or more (college graduate)	0	0	2	1.1
4.	How many times in your life have you been arrested?				
	1-2	6	16.2	52	28.9
	3-5	12	32.4	49	27.2
	6-10	7	18.9	30	16.7
	11-20	6	16.2	16	8.9
	More than 20	1	2.7	7	3.9
	Unspecified	5	13.5	26	14.4

TABLE 9 (continued)

	1973 Respondents		1974 Respondents	
	Number	Percentage	Number	Percentage
5. How old were you when you were first arrested?				
Under 10	5	13.5	5	2.9
10-15	16	43.2	48	28.2
16-18	8	21.6	50	29.4
19-21	6	16.2	22	12.9
22-25	2	5.4	16	9.4
Over 25	0	0	29	17.0
(Median age at first arrest: 1973 = 14; 1974 = 18) (Mean age at first arrest: 1973 = 15 yr. 1 1/2 mo.; 1974 = 20 yr. 1.9 mo.)				
6. How much time have you spent altogether in correctional institutions?				
Less than 1 year	0	0	1	.5
More than 1 year but less than 3 years	20	54.1	48	28.6
More than 3 years but less than 7 years	12	32.4	66	39.3
7 years or more	5	13.5	53	31.5
(mean time incarcerated 1973 = 45 mo.; 1974 = 67.2 mo.)				
7. Have you ever been on parole?				
Yes	16	40.0	78	43.8
No	24	60.0	100	56.2

This type of research design was again a compromise from the original approach. At the beginning of the aide program, twenty of the thirty parolees whom the aides were to supervise were to be randomly assigned from a list of new parolees being released from the penal institutions. (The other 10 cases had already been assigned and were "multiple problems" in nature.) Parolees were to be assigned to aides whose parole unit corresponded to the geographical location of the parolee's residence. Some unit supervisors declined to assign certain types of parolees to an aide; thus, the caseload that an aide received varied accordingly.

The compiling of the sample of 400 parolees' names and addresses the first year and 460 the second took some time and required a substantial effort on the part of the research staff. In excess of 5 letters were sent to some unit supervisors as well as long distance telephone calls made before a list of 30 parolees' names and addresses was acquired.

In the first year, personalized letters explaining very simply the nature of the evaluation and asking for help were individually typed and sent to each parolee. In the second year, form-letters were used. These letters, along with a printed questionnaire and a pre-addressed, stamped, return envelope were sent in air mail envelopes to each parolee. Five days later the first follow-up letter was mailed to parolees who had not responded, reminding them to return the questionnaire. The second follow-up letter was sent approximately 10 days after the original mailing. A fourth letter along with another copy of the questionnaire was mailed to nonrespondents 2 weeks following the original mailing; a fifth letter was also sent requesting the parolees' help in the study.

Although the total sample size was to be 400 parolees the first year and 460 the second, several parolees had either been reincarcerated or had their parole terminated before the first mailing. In addition, the mailed materials could not be delivered to several parolees, because of incorrect or no forwarding address. These factors reduced the potential respondents to 357 parolees the first year and 418 the second. The compositions of the original sample, those contacted, and those who completed and returned the questionnaire are presented in Table 10.

The social characteristics of the parolees returning the questionnaire are recorded in Table 11 according to whether they were under the supervision of an aide or a parole officer. On the average, the parolees supervised by aides appear to be somewhat older than those under the supervision of parole officers (32.2 years compared with 29.9 years in 1973 and 31.3 years versus 31.2 years in 1974). The aides' caseloads also consist of a much higher percentage of Blacks than do the parole officers' caseloads (67.6% compared with 30.1% in 1973, and 63.5% compared with 52.2% in 1974). On the average, parolees under the supervision of aides have completed fewer years of formal schooling than parolees being supervised by parole officers, and parolees supervised by aides in 1974 earned on the average considerably less money per week than parole officers' parolees. Parolees under the supervision of aides also had more extensive criminal records and experienced their first arrest on the average a year and a half earlier than parolees supervised by parole officers.

TABLE 10

INFORMATION ON SAMPLE OF PAROLEES SURVEYED

	Parolees Supervised By 1973 Respondents			Parolees Supervised By 1974 Respondents		
	Parole Officer Aides	Parole Officers	Total	Parole Officer Aides	Parole Officers	Total
Original Sample	200	200	400	230	230	460
Lost due to reincarceration or termination of parole	5	1	6	8	3	11
Lost due to wrong address or moved and left no forwarding address	18	19	37	17	14	31
Sample contacted	177	180	357	205	213	418
Questionnaires Returned	105	103	208	126	140	266
Percentage of Contacted Sample returning Questionnaires	59.3%	57.2%	58.3%	61.2%	65.7%	63.6%

TABLE 11.

SOCIAL CHARACTERISTICS OF
RESPONDENTS TO THE SURVEY OF PAROLEES ACCORDING
TO WHETHER SUPERVISED BY A PAROLE OFFICER AIDE OR A PAROLE OFFICER

	1973 RESPONDENTS				1974 RESPONDENTS			
	Parole Aides N	Parole Aides %	Parole Officers N	Parole Officers %	Parole Aides N	Parole Aides %	Parole Officers N	Parole Officers %
Age (Average)	103	32.2	105	29.9	126	31.3	140	31.2
Race								
White	32	30.5	71	68.9	46	36.5	66	47.8
Black	71	67.6	31	30.1	80	63.5	72	52.2
Education								
8 years or less	32	30.5	25	24.3	25	19.8	23	16.4
9-11 years	51	48.6	38	36.9	63	50.0	61	43.6
12 years or more	22	21.0	40	38.8	38	30.2	56	40.0
Income (Average per week)								
Unemployed or none	15	14.3	20	19.4	22	20.2	25	20.0
\$75 or less	25	23.8	21	20.4	26	23.9	18	14.4
\$76-\$125	40	38.1	39	37.9	37	27.5	38	30.4
\$126 or more	25	23.8	23	22.3	31	28.4	44	35.2
Average Length of Incarceration for Most Recent Offense (months)	103	37.0	96	33.7	126	31.2	140	31.0
Prior Criminal Involvement Score	---	---	---	---	126	228	140	192
Age at First Arrest	---	---	---	---	126	17.8	140	19.3

Even with the use of a somewhat similar control group, the evaluation of aides' performance was still somewhat limited by the fact that the caseload of aides and parole officers differed both with respect to size and possibly "types" of parolees. Nevertheless, many valid and reliable conclusions can be drawn from the evaluation.

In the third year, 10 parole officer aides were randomly selected from the total possible universe of agents. The primary focus of the survey was to gather data to answer the following questions:

1. Are the caseloads of aides still smaller than those of the parole officers?
2. Are there more "multiple problems" cases on parole officer or aides' caseloads?

The parole agents were asked to provide data on every other case under their supervision. The average reported caseloads were 49.1 for parole officers, and 30.6 for aides. See Table 12.

TABLE 12.

DEMOGRAPHIC AND CASELOAD DATA ON RANDOM SAMPLE
OF TEN PAROLE OFFICER AIDES AND TEN PAROLE OFFICERS

	Parole Officer Aides		Parole Officers	
Mean Age	34		29.4	
Race: Black	6		2	
White	4		8	
Mean Size of Caseload	30.6		49.1	
Mean # Multi- Problem Cases	11.5	37.6%	15.8	32.3%
Mean # Regular Cases	19.1	62.4%	32.3	65.8%

The aides' average caseload was 30.6, as noted in Table 12. Of these, 37.6% were multiple problems cases; the officers supervised an average of 49.1 cases, and 32.2% were multiple problems cases.

TABLE 13.

NUMBER OF JUVENILE ARRESTS FOR PAROLEES ON
PAROLE OFFICER AIDE AND PAROLE OFFICER CASELOADS:
1975

# of Arrests	P.O. Caseloads		P.O.A. Caseloads		Total	
	#	%	#	%	#	%
0	67	31.0	42	31.6	109	31.2%
1	30	13.9	16	12.0	46	13.2
2	54	25.0	21	15.8	75	21.5
3	31	14.4	22	16.5	53	15.2
4	11	5.1	11	8.3	22	6.3
5 or more	<u>23</u>	<u>10.6</u>	<u>21</u>	<u>15.8</u>	<u>44</u>	<u>12.6</u>
	216	100.0%	133	100.0%	349	100.0%

The data from the third year survey are presented in Tables 13-17.

In Table 13, the number of juvenile arrests for each client under supervision is presented by type of supervision agent; in general, the POA's in this sample are supervising clients which had proportionately more frequent arrests as juvenils as did clients supervised by officers.

Data in Table 14 reveal, as one would expect from Table 13, that the clients under supervision by POAs were slightly more likely to have been committed to institutions 3 or more times than clients under supervision by parole officers. The difference, however, is not statistically significant.

Data in Table 15 reveal that clients on the POAs caseloads were less likely to have never been previously convicted prior to the instant offense than were clients under supervision by parole officers (17.3% to 37.2%, respectively), and more likely to have been convicted 4 or more times (20.0% to 8.2%, respectively).

In terms of having been in prison, however, data in Table 16 reveal that the clients under the supervision of POAs and by parole officers are remarkably similar. There is very little difference.

Finally, when POAs and parole officers were asked to report on the extent of involvement of their clients in alcohol, soft and hard drug use, a problem of missing data emerged. Although it was possible to report on the various behaviors of 231 clients under supervision by parole officers and 154 clients supervised by POAs, respondents were unable or reluctant to report on their clients' behaviors, particularly in the hard drug use category. The reported data are presented in Table 17. In general, clients supervised by parole officers used these substances relatively more extensively than did clients supervised by POAs. The missing data, however, cast doubt on the results, and these findings should be interpreted with care.

In summary, it appears that the POAs are supervising clients with more extensive juvenile arrest and commitment histories, as well as more previous

TABLE 14.

NUMBER OF JUVENILE COMMITMENTS FOR PAROLEES
ON PAROLE OFFICER AIDES AND PAROLE OFFICERS CASELOADS

# of Commitments	P.O. Caseloads		P.O.A. Caseloads		Total	
	#	%	#	%	#	%
0	106	49.1	67	50.0	173	49.4
1	78	36.1	45	33.6	123	35.1
2	29	13.4	13	9.7	42	12.0
3 or more	3	1.4	9	6.7	12	3.5
	216	100.0%	134	100.0%	350	100.0%

TABLE 15.

NUMBER OF PREVIOUS ADULT CONVICTIONS FOR
PAROLEES ON PAROLE OFFICER AIDES AND PAROLE OFFICERS CASELOADS

# of Convictions	P.O. Caseloads		P.O.A. Caseloads		Total	
	#	%	#	%	#	%
0	86	37.2	26	17.3	112	29.4
1	60	26.0	57	38.0	117	30.7
2	42	18.2	24	16.0	66	17.3
3	24	10.4	13	8.7	37	9.7
4 or more	19	8.2	30	20.0	49	12.9
	231	100.0%	150	100.0%	381	100.0%

TABLE 16.

NUMBER OF TIME PAROLEES HAVE BEEN IN PRISON

# of Imprisonments	P.O. Caseloads		P.O.A. Caseloads		Total	
	#	%	#	%	#	%
0	20	8.7	12	7.8	32*	8.3
1	142	61.5	100	64.9	242	62.9
2	44	19.0	25	16.2	69	17.9
3 or more	25	10.8	17	14.0	42	10.9
	231	100.0%	154	99.9%	385	100.0%

*Some of the clients were reported as never having been to prison. The parole agents were asked to report on every other client. Some of the parole agents were involved with mixed caseloads, i.e., caseloads consisting of both parolees and probationers. This would explain the 32 clients never having been to prison.

TABLE 17.

CLIENT INVOLVEMENT WITH ALCOHOL,
SOFT AND HARD DRUGS

	<u>Alcohol</u>		<u>P.O.A.</u>		<u>Total</u>	
	<u>P.O.</u>		<u>Caseload</u>		<u>Caseload</u>	
	#	%	#	%	#	%
Abstainers	36	15.8	37	24.0	73	19.1
Light User	90	39.5	71	46.1	161	42.1
Moderate User	66	28.9	27	17.5	93	24.3
Heavy User	36	15.8	19	12.3	55	14.4
(n=)	228	100.0	154	99.9	382	99.9

	<u>Soft Drugs</u>		<u>P.O.A.</u>		<u>Total</u>	
	<u>P.O.</u>		<u>Caseload</u>		<u>Caseload</u>	
	#	%	#	%	#	%
Abstainers	85	37.8	67	47.2	152	41.4
Light User	79	35.1	62	43.7	141	38.4
Moderate User	54	24.0	7	4.9	61	16.6
Heavy User	7	3.1	6	4.2	13	3.5
(n=)	225	100.0	142	100.0	367	100.0

	<u>Hard Drugs</u>		<u>P.O.A.</u>		<u>Total</u>	
	<u>P.O.</u>		<u>Caseload</u>		<u>Caseload</u>	
	#	%	#	%	#	%
Abstainers	167	73.9	115	86.4	282	78.6
Light User	26	11.5	7	5.3	33	9.2
Moderate User	22	9.7	4	3.0	26	7.2
Heavy User	11	4.9	7	5.3	18	5.0
(n=)	226	100.0	133	100.0	359	100.0

convictions as adults. Only in the area of frequency of incarceration are the clients of the two groups similar. The reported data on drug use suggest more extensive involvement in these behaviors by clients under supervision by parole officers, but the validity of these data is suspect. It appears, then, that the POA's do have more problematic clients in their caseloads.

7. Survey of the Fifty States

During the second year's evaluation, data were gathered on similar programs employing ex-offenders throughout the United States. With this as the goal, a survey questionnaire was mailed to administrative heads of the Department of Corrections of the 50 states and the District of Columbia. As noted in Chapter 1, the instrument was designed to ascertain the use of ex-offenders in corrections, particularly as parole and probation officers or aides. In addition, data were gathered from states employing ex-offender programs on their date of inception, the number of ex-offenders authorized and actually employed, the source and amount of funding, as well as the desirability of employing ex-offenders as parole or probation officer aides and the major advantages and disadvantages of such programs.

The results of these approaches are presented in Chapters 4-6. Chapter 7 contains a brief summary and series of recommendations.

Footnotes

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CHAPTER 4

ATTITUDES AND ORIENTATIONS OF PAROLE OFFICERS IN COMPARISON TO AIDES, AIDES' EVALUATION OF THEIR OWN WORK AND WORK PATTERNS OF OFFICERS AND AIDES

This chapter is concerned with the first three approaches utilized in evaluating the Parole Officer Aide Program as outlined in Chapter 3: the attitudinal questionnaire, the in-depth interviews with aides, and the data gathered from working with the officers and aides. The chapter is divided into three parts, with each part corresponding to one of the above portions of the evaluation.

The Attitudinal Questionnaire

The attitudinal questionnaire measured various attitudinal and personality components often associated with more successful social workers or case-workers (i.e., people in the helping professions). The primary focus of the evaluation was to determine how parole officer aides compared to parole officers in potential effectiveness as measured by these various scales. Table 19 presents the average score for aides and parole officers on each of the scales.

Motivation Scale

The first scale in Table 18, Achievement Motivation, purports to measure an individual's "desire or tendency to do things as rapidly and/or as well as possible."¹ The higher the score, the more motivated a person is supposed to

TABLE 18

MEAN SCORES FOR PAROLE OFFICER AIDES
AND PAROLE OFFICERS ON THE SCALES OF THE QUESTIONNAIRE

Scales	1973 Respondents		1974 Respondents		1975 Respondents	
	Parole Officer Aides	Parole Officers	Parole Officer Aides	Parole Officers	Parole Officer Aides	Parole Officers
Achievement Motivation Scale	39.7	38.0	38.3	38.0	36.3	37.0
Self Esteem Scale	44.2	43.6	44.3	44.2	32.3	31.7
Focal Concerns Scale	33.2	32.1	35.8	33.9	23.5	22.3
Parole Aide Scale	135.9	116.1	139.3	124.9	175.4	185.9
Anomia Scale	2.3	2.5	1.8	3.2	3.2	3.2
Powerlessness Scale	1.5	2.9	2.3	2.5	3.1	3.3
Conservatism Scale	6.8	5.9	5.7	7.0	16.8	17.5
Dogmatism Scale (Toldahl and Powell)	44.2	41.2	41.8	46.3	44.4	47.4
Dogmatism Scale (Schulze)	27.2	26.9	26.5	29.6	-0	0
Innovativeness Scale					6.9	4.8

be. The average parole officer aide's score on the Achievement Motivation Scale was only slightly higher each of the first two years than the average parole officer's score. In the third year, the aides' score was slightly lower. Perhaps the justification for aides having higher motivation scores the first two years may be simply a function of the newness or novelty of a new job. Some research in the past has indicated that an employee's motivation is inversely related to the length of time on the same job.²

In order to determine if a parole officer's motivation was a function of the length of time employed by the Adult Parole Authority, at the end of the second year parole officers were divided into three groups according to the length of their service. Group One was composed of officers with less than one year service, Group Two consisted of officers employed at least one year but less than three years, and Group Three included officers employed for three or more years. Table 19 presents the average score for each of these groups on Achievement Motivation and subsequent scales to be discussed.

Comparing officers with two year's experience or less to parole officer aides indicated very little difference between the two groups with respect to motivation. Parole officers with two years experience or less had higher motivation scores on the average than other parole officers and only slightly lower scores than aides.

Self-Esteem Scale

The second scale in Table 18, Self-Esteem, was designed to measure

TABLE 19

AVERAGE SCORES OF PAROLE OFFICERS ON NINE SCALES
BY LENGTH OF SERVICE IN THE ADULT PAROLE AUTHORITY

SCALES	1 YEAR OR LESS			1-2 YEARS			3 OR MORE YEARS		
	Average Score	Number of Responses	Average Score	Average Score	Number of Responses	Average Score	Average Score	Number of Responses	Average Score
Achievement Motivation Scale	37.9	26	38.3	38.3	36	38.0	38.0	44	38.0
Self-Esteem Scale	43.8	26	44.7	44.7	35	44.3	44.3	43	44.3
Focal Concern Scale	33.7	26	33.5	33.5	36	34.2	34.2	44	34.2
Parole Aide Scale	130.4	26	124.5	124.5	36	122.2	122.2	43	122.2
Anomia Scale	2.1	26	2.0	2.0	35	1.8	1.8	44	1.8
Powerlessness Scale	2.2	26	2.4	2.4	36	2.7	2.7	44	2.7
Conservatism Scale	7.2	25	6.5	6.5	34	7.2	7.2	43	7.2
Dogmatism Scale (Schulze)	26.9	26	27.8	27.8	37	32.1	32.1	43	32.1
Dogmatism Scale (Troidahl and Powell)	42.3	26	45.1	45.1	35	49.5	49.5	41	49.5

how positively one thinks about oneself. This scale has been correlated with an individual's self-concept, happiness, and self-confidence.³ The assumption was that individuals who are happy, self-confident, and in possession of a positive self-concept will be more effective in working with parolees or other clients.

The data in Table 18 indicate that, in all years, aides have slightly higher average scores than parole officers on self-esteem. These slight differences do not appear to be a function of length of time working for the Adult Parole Authority inasmuch as those parole officers working two years or less had slightly lower scores on self-esteem than did other parole officers (Table 19). The dramatic decrease in 1975 may be in part a function of economic conditions, a gubernatorial election, political uncertainty, and a sharp alteration in the overall state philosophy on offenders and people-serving delivery systems.

Focal Concerns

The Focal Concerns Scale was intended to reflect the degree of articulated commitment to norms of middle-class propriety as opposed to lower-class norms of "toughness," "trouble," "excitement," and reliance on "fate."⁴ Contrasted with these concerns of the lower-class are others that are considered more indigenous to middle-class America. That is, middle-class focal concerns are purported to deal more with cultivation of manners than with "trouble," more with control of physical aggression than with "toughness." Further, it is argued that the middle-class is more concerned with the

postponement of gratification than with machinations of fate. The importance of such "concerns," if underscored by Miller's contention that the acting out of lower-class focal concerns almost inevitably runs the individual afoul of the law, is obvious. The assumption was that the higher one's score on the Focal Concerns Scale, the more likely the individual would be to subscribe to middle-class norms and the less likely that individual to run afoul of the law.

Aides' and parole officers' average scores on focal concerns are reported in Table 18. The aides' average score on focal concerns indicated they subscribe more to middle-class values and were therefore less likely to have legal confrontations than were parole officers. (This is somewhat similar to Catholics subscribing more to the Protestant ethic than do Protestants). The scores on the Focal Concerns Scale suggested that the aides are middle-class goal oriented, regardless of their socio-economic class as measured by income, education, parents' occupation or residence. If the Focal Concerns Scale is valid, as Miller contends, the likelihood of aides running afoul of the law does not appear to be any greater than is the likelihood for parole officers.

Parole Aide Scale

The fourth scale in Table 18, Parole Aide Scale, was designed to measure an individual's attitude toward the value of using ex-offenders as employees of the Adult Parole Authority. A high score indicated the respondent feels the use of parole officer aides is a good idea and that aides would

have something unique to contribute to corrections.

As might be expected, the aides' average score was considerably higher on the Parole Aide Scale than was the parole officers' (135.9 compared to 116.1 in 1973, 139.3 compared to 124.9 in 1974). Parole officers' opinion of the ex-offender program improved considerably from 1973 to 1974. This appears to indicate more acceptance on their part of the usefulness of ex-offenders working in the area of parole. In 1975, the average scores increased substantially, and the biggest increase is in the parole officer category. The parole officers' favorable attitude toward using ex-offenders in parole work decreases with the officers' length of service (see Table 19) as does the parole officer aides'. This suggests that in the 1974 study, parole officer aides had much more confidence in themselves and what they have to offer parolees when they begin than after they have had a year's experience. Also, the younger parole officers (as indicated by length of employment with the Adult Parole Authority) have more confidence and commitment to the Parole Officer Aide Program than do parole officers who have been working in the system longer.

Anomia Scale

Srole's Anomia Scale identified the degree to which individuals have been "estranged from, or made unfriendly toward, society and the culture it carries."⁵ A high score on anomia is indicative of an alienated and estranged individual. The research on anomia indicated that those individuals estranged or made unfriendly toward society have a more difficult time relating to people,⁶

and therefore, one may assume they would be less successful working in a social service type career.

Data in Table 18 indicate that parole officer aides scored somewhat lower in the first two years than parole officers on anomia (2.3 compared to 2.5 in 1973, and 1.8 compared to 1.9 in 1973). Those scores are identical in 1975. This suggests that aides are somewhat more integrated into and accepting of society and its culture than are parole officers. This finding is the exact opposite of what we assumed for aides who had been incarcerated for several years of their lives (4.6 years on the average for the ten aides in 1973, and 4.3 years for the twenty-three aides employed in 1974). The increase in the Anomia Scale scores in 1975 may also be in part due to those factors discussed under the Self-Esteem Scale above.

Powerlessness Scale

An individual's score on Powerlessness is related to his perception of internal-external control. "Internal control refers to the perception of positive and/or negative events as being a consequence of one's own actions and thereby under personal control. Whereas external control refers to the perception of positive and/or negative events as being unrelated to one's own behavior in certain situations and therefore beyond control."⁷ Powerlessness, of course, would be directly related to the perception of internal control. Those scoring high on the Powerlessness Scale would be somewhat more alienated from society,⁸ and more likely to blame their problems on forces beyond their control

than those scoring low on the Powerlessness Scale.

Parole officer aides had considerably lower scores on powerlessness than did parole officers in all three years, although there was a dramatic overall scale score increase in 1975. Parole officers, with one year's service or less in parole work, had scores similar to aides' (2.3 and 2.2). The longer a parole officer had served with the Adult Parole Authority, the higher his score on powerlessness. This indicates, perhaps, that when employees begin with the Adult Parole Authority, they have more confidence in their own ability to affect the outcome of various events. Conversely the longer employees work in social service, the more deterministic they become, attributing the outcome of events to factors beyond their own control. Again, it was assumed that aides would be high on powerlessness, attributing their prior legal problems with society to forces beyond their own control. However, when length of service is taken into account, there appears to be little difference between aides and parole officers on their perception of powerlessness as a dimension of alienation.

Conservatism Scale

A Conservatism Scale was incorporated into the questionnaire in order to compare aides and parole officers on political conservatism. Parole officer aides were somewhat more conservative (6.8 compared to 5.9) the first year, but considerably less conservative the second year (5.7 compared to 7.0). Conservatism scale scores increased dramatically in 1975, but aides continued to

be less conservative in the third year. When length of parole service was taken into consideration, aides were still considerably less conservative than parole officers.

Dogmatism Scale

The Dogmatism Scale, as conceived by Rokeach,⁹ measures individual differences in openness or closedness of belief systems. The term "dogmatism" is used to signify the extent to which an individual has an "authoritarian outlook on life, an intolerance toward those with opposing beliefs, and a sufferance of those with similar beliefs."¹⁰ The Dogmatism Scale has often been used as an indicator of one's ability to empathize or tolerate differing views and attitudes.¹¹ The assumption was that the lower one's score on dogmatism, the greater one's ability to empathize.

Parole officers' average score was somewhat lower than aides' average score on both Dogmatism Scales the first year (27.2 compared to 26.9; 44.2 compared to 41.4). This indicates that parole officers were somewhat more tolerant and open-minded than the first year's parole officer aides. The second year's evaluation provided exactly the opposite conclusions with the aides having lower scores on both Dogmatism Scales than the parole officers (26.5 compared to 22.6 and 41.3 compared to 46.3). When length of parole service is taken into account (in the second year's evaluation), however, aides are somewhat more open-minded and less dogmatic. Table 19 indicates a direct relationship between dogmatism and length of parole service-- the longer a

parole officer's service, the higher his dogmatism score. Apparently, parole officers become less tolerant and empathize less as their time in parole service increases.

In 1975, only the Troidahl and Powell Dogmatism Scale was scored, although there was an increase in mean scores for both groups, the pattern remains unchanged.

Innovativeness Scale

One scale was added to the questionnaire administered to parole officers and aides in the third year's evaluation. It was obvious that aides were placing more of their clients in jobs, and that their clients appeared to be at least somewhat more problematic than clients under supervision by parole officers. It was decided to measure innovativeness, using a scale developed by Leavitt and Walton.¹²

The innovativeness scale has as its underlying dimension the ability to transfer information to one's own use in an intelligent use of resources solve problems. An innovative person, it could be argued, looks for ways to change and improve his own enterprises and acts:¹³

" . . . an innovative person is a person who has his feelers out for all sorts of new ideas, who is not bothered by novelty or strangeness, and who is likely to have a high degree of activity . . . a well organized person. . . "

Although innovativeness may not directly be related to human services work, it was determined that a comparison should be made to ascertain any differences in the degree of innovativeness between parole officers and aides.

The results are presented in Table 19; parole officers averaged a score of 4.8 and aides averaged 6.9 ($P = < .47$). It appears that aides are somewhat more innovative, but the difference is not significant.

On the five scales specifically designed to measure traits associated with successful social service workers (i.e., Achievement Motivation, Self Esteem, Anomia, Powerlessness, Dogmatism), aides' scores are in an unfavorable direction on only one scale (Dogmatism), in comparison to parole officers during the first year's evaluation. Comparing aides' and parole officers' scores on these same scales in the second year, aides' scores are in a more favorable direction on every scale. When the length of service is taken into consideration, aides score higher in the direction predicting success on three of the five scales the first year (Achievement Motivation, Self Esteem and Dogmatism) and the same on the other two scales (Anomia and Powerlessness) as parole officers. On innovativeness, the aides score slightly more favorably than the parole officers.

Certainly only a select few of the many possible scales predicting successful social service were employed in this analysis. Had others been utilized, different conclusions might have been reached. Nevertheless, from these findings, it appears that both officers and aides as a group possess those attitudes and orientations related to successful social service work. This may be due to the careful selection procedures followed the first year, in particular in recruiting ex-offenders as parole officer aides. It indicates that the feasibility of finding and hiring ex-offenders with attitudes and dispositions

associated with successful careers in social work exists.

The final portion of our attitudinal questionnaire focused on possible differences between parole officers' and parole officer aides' attitudes toward crime and punishment. It was felt that these attitudes might affect an aide's or officer's approach in dealing with parolees.

The tabulated responses of officers' and aides' attitudes concerning crime and punishment are presented in Table 20 for 1974 and 1975. Some differences are readily apparent. Parole officers in 1974 perceived people in Ohio as being somewhat more punitively-oriented than did aides in their approach to how adult felons should be dealt with. Parole officer aides also perceived more inmates as being mentally ill, and therefore, not personally responsible for their criminal behavior than did parole officers. As to the purpose of corrections, aides saw reformation as a much more important goal than do parole officers (90% compared to 75%), while aides rated general deterrence as a somewhat more important factor than did parole officers (50% compared to 42%). It was somewhat surprising that ex-offenders would rate the imposing of a penalty sufficiently severe to deter others from committing crime as a valid goal for corrections today. One of the most revealing things from Table 20, however, was the similarity between aides' and officers' attitudes about crime and corrections.

Data on responses by parole officers and aides to the same questions in 1975 are quite interesting. In general, aides were in close agreement with parole officers on their perceptions of citizens' views about leniency in handling

offenders; still aides felt fewer offenders are mentally ill than the parole officers; and more frequently felt reformation to be important in corrections than did the parole officers.

On the importance of incapacitation, aides believed more strongly than parole officers (28.6% to 16.6%) that incapacitation was of little or no importance. In terms of the causes of crime, sharply more aides than parole officers concluded that chemical substances are in the causal link of criminal behavior (26.3% to 8.5%), a finding of some interest in light of their reluctance or inability to identify the extent of drugs useages by their clients. Aides still believed more, finally, that punishment should be "quite" or "very" important than did the parole officers (30% to 20%, respectively). As in 1974, however, the similarities between aides' and officers' attitudes about crime and corrections are still revealing.

In-Depth Interviews With Parole Officer Aides

The in-depth interviews with parole officer aides were conducted primarily to ascertain any major problems aides might be having as employees of the Adult Parole Authority. One of the major focuses of the interview was therefore upon job satisfaction. As can be seen from Table 21, the majority of aides were very satisfied with their work in 1974. All but one of the aides felt their duties and responsibilities were clearly defined. The proportion of an aide's work that was closely supervised varied substantially, with some receiving very little supervision (3 or 30%) and others (4 or 40%) having

almost all of their work supervised. Similar responses were found in 1975.

The aides' responses to questions concerning their work satisfaction are also presented in Table 21. Again, in 1974, most aides were very satisfied with their fellow workers (8 or 80%), and only one was very dissatisfied with his colleagues. Most of the aides were also very satisfied with their supervisors (8 or 80%), and nine of the ten aides indicated their colleagues had welcomed them and made them feel like important employees of the Adult Parole Authority. We were somewhat surprised at the aides' work satisfaction and apparent acceptance by other employees of the Parole department, given the personal doubts these employees had concerning the Aide Program, as was indicated by our attitudinal survey reported above. Nevertheless, the aides seemed to feel accepted and were extremely pleased with their work with the exception of one aide. The one indicator used in evaluation of job satisfaction was a question that asked aides and officers: "Do you plan to make a career of correctional work?" All of the aides responded "yes" in comparison to 78 percent of the parole officers; in 1975, 65% of the aides responded "yes". The aides, we conclude, must therefore be finding job satisfaction and be committed to their work.

Several open-ended questions attempted in 1974 to ascertain what aides felt should be done to better the Parole Aide Program. Seven of the ten aides felt they would be more efficient if given more authority. The main justification was to expedite matters such as "holds" or "parole revocations," although some aides indicated more authority would simply be an indication

TABLE 20

RESPONSES TO QUESTIONS DEALING WITH CRIME AND PUNISHMENT
BY PAROLE AIDES AND PAROLE OFFICERS

	1974 Respondents			1975 Respondents			Officers %
	Parole N	Aides %	Parole N	Parole N	Aides %	Parole N	
People in Ohio are in favor of a more lenient approach in handling con- victed adult felon offenders.							
Agree	8	40.0	24	4	20.0	16	24.2
Disagree	12	60.0	83	16	80.0	50	75.8
What proportion of offen- ders sent to prison do you believe to be mentally ill, although not necessarily legally insane?							
Most Offenders	2	10.0	9	1	4.5	7	10.6
A Significant Minority	13	65.0	64	10	45.5	39	58.2
None or Very Few	2	10.0	20	6	27.3	11	16.4
Don't Know	3	15.0	13	5	22.7	10	14.8
How important is reforma- tion in corrections today?							
Very Important	13	65.0	42	13	65.0	17	25.8
Quite Important	5	25.0	38	4	20.0	30	45.5
Some Importance	2	10.0	19	3	15.0	15	22.7
Little Importance			6			4	6.1
No Importance			1				

TABLE 20. (continued)

	1974		Respondents		1975		Respondents		Officers %
	Parole N	Aides %	Parole N	Aides %	Parole N	Aides %	Parole N		
How important should incapacitation be?									
Very Important	3	15.0	15	15.0	4	19.0	8	12.1	
Quite Important	6	30.0	21	19.6	5	23.8	23	34.8	
Some Importance	9	45.0	50	46.7	6	28.6	24	36.4	
Little Importance	2	10.0	17	15.9	5	23.8	8	12.1	
No Importance			3	2.8	1	4.8	3	4.5	
What conclusions have you reached concerning the causes of crime from your observations of offenders?									
Situational Factors Society, kids, excitement	4	23.5	28	28.3	3	15.8	16	27.1	
Biological Factors heredity, minority groups mental deficiency	3	17.6	7	7.1			2	3.4	
Lower Class, poor, poorly educated, irresponsible parents, bad marriage	8	47.1	59	59.6	11	57.9	36	61.0	
Chemical Substances drugs, alcohol	2	11.8	5	5.1	5	26.3	5	8.5	

TABLE 20. (continued)

	1974 Respondents			1975 Respondents		
	Parole N	Aides %	Officers N	Parole N	Aides %	Officers N
How important should general deterrence as the purpose of corrections be?						
Very Important			12		9.1	7
Quite Important	10	50.0	33		27.3	21
Some Importance	6	30.0	33		36.4	24
Little Importance	4	20.0	26		22.7	9
No Importance			3		4.5	5
						10.6
						31.8
						36.4
						13.6
						7.6
How important should individ- ual deterrence be?						
Very Important	2	10.0	17		9.1	8
Quite Important	8	40.0	27		27.3	16
Some Importance	7	35.0	40		36.4	28
Little Importance	3	15.0	20		22.7	12
No Importance			3		4.5	2
						12.1
						24.2
						42.1
						18.2
						3.0
How important should punish- ment be?						
Very Important	3	15.0	11		5.0	6
Quite Important	5	25.0	13		25.0	7
Some Importance	7	35.0	48		30.0	35
Little Importance	3	15.0	23		30.0	12
No Importance	2	10.0	10		10.0	5
						9.2
						10.8
						53.8
						18.5
						7.7

TABLE 21

RESPONSES TO QUESTIONS DEALING WITH
PAROLE OFFICER AIDES' ATTITUDES TOWARD THEIR OCCUPATION

	1974		1975	
	#	%	#	%
For what proportion of your work are you directly accountable to someone else?				
No Supervision	0	0.0	3	12.0
Very Little	3	30.0	5	20.0
One-Fourth	1	10.0	8	32.0
Half	0	0.0	3	12.0
Three-Fourths	2	20.0	1	4.0
Almost All	4	40.0	5	20.0
How clearly defined are you duties and responsibilities?				
As Clearly as They Should be	9	90.0	21	84.0
Almost as Clearly as They Should be	1	10.0	3	12.0
Should be Defined Somewhat More Clearly	0	0.0	1	4.0
Should be Defined Much More Clearly	0	0.0	0	0.0
How satisfied are you with your present job?				
Very Dissatisfied	1	10.0	1	4.0
Slightly Dissatisfied	0	0.0	1	4.0
Neutral	0	0.0	0	0.0
Moderately Satisfied	2	20.0	9	36.0
Very Satisfied	7	70.0	14	56.0

TABLE 21 (Continued)

	1974		1975	
	#	%	#	%
How satisfied are you with your fellow workers?				
Very Dissatisfied	1	10.0	0	0.0
Slightly Dissatisfied	0	0.0	1	4.0
Neutral	0	0.0	1	4.0
Moderately Satisfied	0	0.0	5	20.0
Very Satisfied	8	80.0	18	72.0
Don't know, Not applicable	1	10.0	0	0.0
How satisfied are you with your present supervisor?				
Very Dissatisfied	1	10.0	0	
Slightly Dissatisfied	0	0.0	0	
Neutral	0	0.0	1	4.0
Moderately Satisfied	1	10.0	1	4.0
Very Satisfied	8	80.0	23	92.0
Don't know, Not applicable	0	0.0	0	
How satisfied are you with the amount of freedom you have in your job?				
Very Dissatisfied	1	10.0	1	4.0
Slightly Dissatisfied	1	10.0	0	
Neutral	1	10.0	0	
Moderately Satisfied	3	30.0	6	24.0
Very Satisfied	4	40.0	18	72.0
Don't know, Not applicable.	0		0	
To what extent do the people in your officer make you feel like an important member of the "parole team"?				
Not at all	0		1	4.0
To a Small Extent	0		0	
To a Fair Extent	0		4	16.0
To a Great Extent	9	90.0	20	80.0
Don't know, Not applicable	1	10.0	0	

on the part of the Adult Parole Authority that they trusted aides as much as they did parole officers.

In response to the question, "Why do you continue to work for the APA?", almost all aides responded very positively. Typical answers were: "I live the work," "I like meeting and helping people," "It makes me feel good." The only recurring complaint aides had about their job was the low pay they received, a complaint voiced again in 1975. Nevertheless, the majority did not feel they should be making as much as parole officers because of the officers' more extensive training.

Every aide seemed to feel he was really helping parolees; 72% of the aides expressed this sentiment in 1975. Nevertheless, only five aides in 1974 indicated they were more effective than parole officer's while four felt aides were equally as effective. Although the aides had considerable confidence in their ability to help parolees, only four felt being an ex-offender was more important than being a community resident in working with parolees. The apparent reason is that aides saw their main job as that of helping parolees find jobs. Aides indicated that being an ex-offender does not hinder one in helping parolees find jobs, but not being from the community limits one's job resources. Next to assisting parolees in finding employment, aides felt their main task was acting as "go-between" or mediator between parolees and parole officers.

All of the aides felt the initial training seminars were not only very helpful but essential. The topics covered in the seminar which the aides

found to be most helpful were those concerning counseling techniques and report writing. The one major problem several aides mentioned dealt with report writing. They felt this area should be stressed at subsequent training seminars.

Parole aides' responses in 1974 to several questions dealing with parolees and parole procedures are tabulated in Table 22. All aides indicated that it would be beneficial if parole officers had smaller caseloads so that the average offender released from prison would have more help succeeding on parole. The majority (7 or 70%) of the aides also favored the use of volunteers to assist parole officers with their parolees.

Parole aides' responses in 1974 to questions dealing with crime and the law are tabulated in Table 23. The majority of aides who responded felt the Ohio laws are too restrictive and punitive. Nevertheless, aides were almost evenly divided over the proper use of the death penalty, i.e., four felt it should be used more often while five felt it should be abolished. Eight of the ten aides rated crime as Ohio's most serious problem.

Parole aides' responses in 1974 to the adequacy of state correctional personnel are recorded in Table 24. These responses are interesting in that only two (20%) of the aides rated state juvenile correctional workers as doing a reasonably good job or better while, at the same time, eight (80%) of the aides rated state adult correctional workers as performing reasonably well or better. Perhaps these responses more than anything else indicated how well

TABLE 22

RESPONSES TO QUESTIONS DEALING WITH
PAROLEES AND PAROLE PROCEDURES BY PAROLE OFFICER AIDES

	Number	Percentage
The average prisoner released from prison should make it on his own without subsequent help		
Agree	1	10.0
Disagree	9	90.0
The average prisoner released from prison on parole needs some help to succeed on parole		
Agree	10	100.0
Disagree	0	0.0
A parolee should work things out alone and not be "bugged" by a parole officer		
Agree	2	20.0
Disagree	6	60.0
Not Sure	1	10.0
Don't Know, Not Applicable	1	10.0
It would be beneficial if the average parole officer had a smaller caseload		
Agree	10	100.0
Disagree	0	0.0
It would be beneficial if Ohio utilized volunteers to assist parole officers with their parolees		
Agree	7	70.0
Disagree	3	30.0

TABLE 23

RESPONSES TO QUESTIONS DEALING WITH CRIME
AND CRIMINAL LAW IN OHIO BY PAROLE OFFICER AIDES

	Number	Percentage
Do you feel laws dealing with criminal offenses in Ohio are too lenient, too severe, or about right?		
Too Lenient	1	10.0
About Right	0	0.0
Too Severe	4	40.0
Don't know, No opinion	0	0.0
Not Applicable	5	50.0
Should the death penalty be used more often than it is now, less often than now, or be abolished?		
More Often	4	40.0
As Often as Now	0	0.0
Less Often	0	0.0
Abolished	5	50.0
Don't know, No opinion	1	10.0
How serious do you feel the crime problem in Ohio is?		
Not Very Serious	0	0.0
Quite Serious	1	10.0
Most Serious Problem in Ohio	8	80.0
Don't know, Not Applicable	1	10.0

TABLE 24

RESPONSES TO QUESTIONS DEALING WITH
STATE CORRECTIONAL PERSONNEL BY PAROLE OFFICER AIDES

	Number	Percentage
How well are state juvenile correctional workers doing their job?		
Very Well	1	10.0
Reasonably Well	1	10.0
Somewhat Poorly	2	20.0
Very Poorly	2	20.0
Don't know, Not Applicable	4	40.0
How well are state adult correctional workers doing their job?		
Very Well	4	40.0
Reasonably Well	4	40.0
Somewhat Poorly	0	0.0
Very Poorly	1	10.0
Don't know, Not Applicable	1	10.0

most aides were integrated into the Adult Parole Authority and how they have adopted the Adult Parole Authority's point of view.

Work Patterns of Parole Officers and Parole Aides

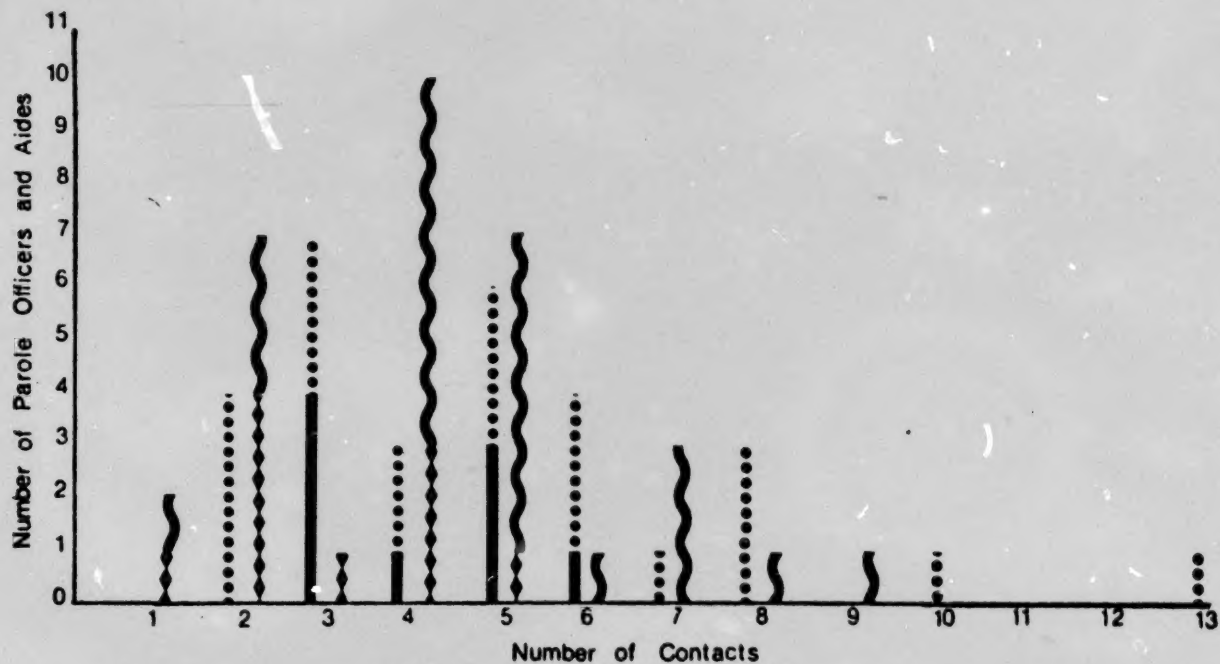
Information gathered in 1973 and 1974 by the undergraduate students during the day they spent with parole officers and parole officer aides can best be analyzed by separating it into four separate categories: a description of the number and type of contacts with parolees, an estimate of time spent engaged in various activities, frequency distributions of the quality of relationships parole officers and aides had with both parolees and fellow workers, and some examples of negative and positive feelings groups had concerning the parole officer's occupation. The observations made during 1973 and 1974 will be combined in the tables and text for better conceptualization and clarity. It should be noted that of the twenty original students assigned to spend one day in the field with the aides and officers the first year, only nineteen completed their assignment. One student moved immediately, and his report was not received. Also some student observers failed to record all the information desired; thus, the N (or number of respondents) may vary from table to table.

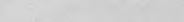
Numbers and Types of Contacts

According to the data in Table 25, the number of contacts both officers and aides had with parolees during the one work day varied from a minimum of one contact to a maximum of thirteen. The average number of parolees seen during a day was somewhat higher for parole officers than aides. This might

TABLE 25

NUMBER OF PAROLEES SEEN IN WORKING DAY
AS REPORTED BY STUDENT FIELD WORKERS



	Parole Officers 1973	$\bar{x} = 4.1$
	Parole Officers 1974	$\bar{x} = 5.5^*$
	Parole Officer Aides 1973	$\bar{x} = 2.9$
	Parole Officer Aides 1974	$\bar{x} = 5.3^*$

*The means for 1974 are based on work days in the field. Five of the 23 aides had other responsibilities the entire morning (e.g. job placement program, release time for school, etc.) while only 1 of the 21 parole officers had such other responsibilities for one-half day. The averages are therefore based on 20.5 work days for both the parole officers and the parole officer aides.

be expected inasmuch as parole officers' average caseload in 1974 was over twice the size of the aides'. In addition, several aides spent only 50 percent of the day in the field due to such factors as attending college classes in the morning and coordinating job placement programs. In addition, one aide had been seriously ill and consequently had only five parolees to supervise. When these factors are taken into account, there seems to be little difference in the frequency of visits. Interestingly, parole officers' and aides' average number of visits increased in 1974 when compared to the initial evaluation in 1973. The first year, the parole officers on the average saw 4.1 parolees during the students' visit in comparison to 2.9 for the aides. During the 1974 visits, parole officers saw an average of 5.5 parolees compared to 5.3 for the aides. The number of contacts calculated by the students was also not necessarily indicative of the number of contacts made by an aide or officer on a typical day. However, the figures were often verified by comments from the aides and officers to the students.

Time Spent in Various Activities

Table 26 shows the percentage range of time spent engaged in various activities for the group of parole officers and group of parole aides. Mean scores for the two groups indicate both spend about the same percentage of their time with parolees. There was a considerable difference in the average amount of time aides and officers spent writing reports or recording data during the first year's evaluation (17% versus 5%), but presently these differences seem to be

TABLE 26

PERCENTAGE OF TIME ALLOTTED FOR VARIOUS ACTIVITIES
 DURING DAY AS REPORTED BY STUDENT FIELD WORKERS
 (1973 AND 1974 RESPONSES COMBINED)

	Range		Mean	
	Parole Officer Aide	Parole Officer	Parole Officer Aide	Parole Officer
With Parolees	15%-75%	7%-70%	36%	35%
Traveling	10%-50%	12%-60%	28%	32%
Writing Reports or Recording Data	0%-30%	0%-24%	11%	11%
Meetings	0%-55%*	0%-20%	15%*	8%
Other	0%-50%	0%-60%	10%	14%

*Only one student mentioned his parole officer spending 1/2 day in a meeting, the 15% average is perhaps inflated.

minimal. Aides apparently had considerable problems in writing satisfactory reports the first year, but the additional training in dictating and report writing received the second year may have been responsible for the equal time students found aides and parole officers working on reports the following year.

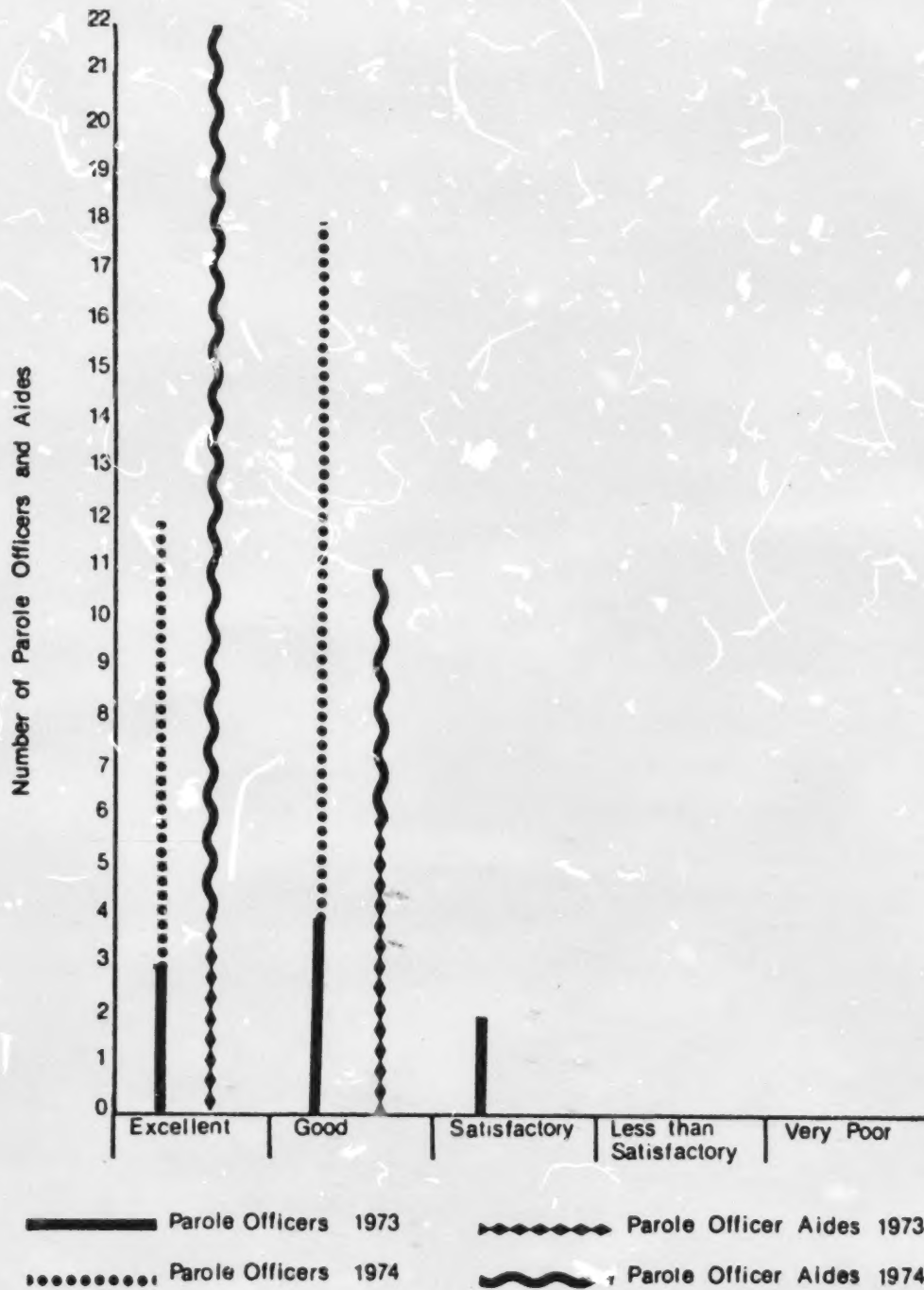
The category "other" showed a wide range of time spent in activities other than those specified. Some of these activities included visits to half-way houses, job training programs, meetings with prospective employers or relatives of parolees, placing phone calls and delivering mail (a specific job given to aides in some offices). One parole aide spent a half day lecturing to a group of high school students; one parole officer spent a half day target practicing; and some of the total time for each officer or aide was spent in educating the visiting student on various parole matters.

Quality of Relationships with Parolees and Fellow Workers

Table 27 shows the frequency distribution of students' views on the quality of the relationship observed between the parole officer or aide and the clients on his caseload. Parole officer aides were evaluated better in relating and working with parolees than were parole officers, although both were viewed as being very effective. In both years, students have ranked the aides as working and relating better with their parolees. The 1974 student evaluation gave eighteen aides excellent ratings in evaluating their work with parolees, while nine of the parole officers received this highest ranking.

TABLE 27

QUALITY OF RELATIONSHIPS WITH PAROLEES OF PAROLE OFFICERS
AND AIDES AS REPORTED BY STUDENT FIELD WORKERS

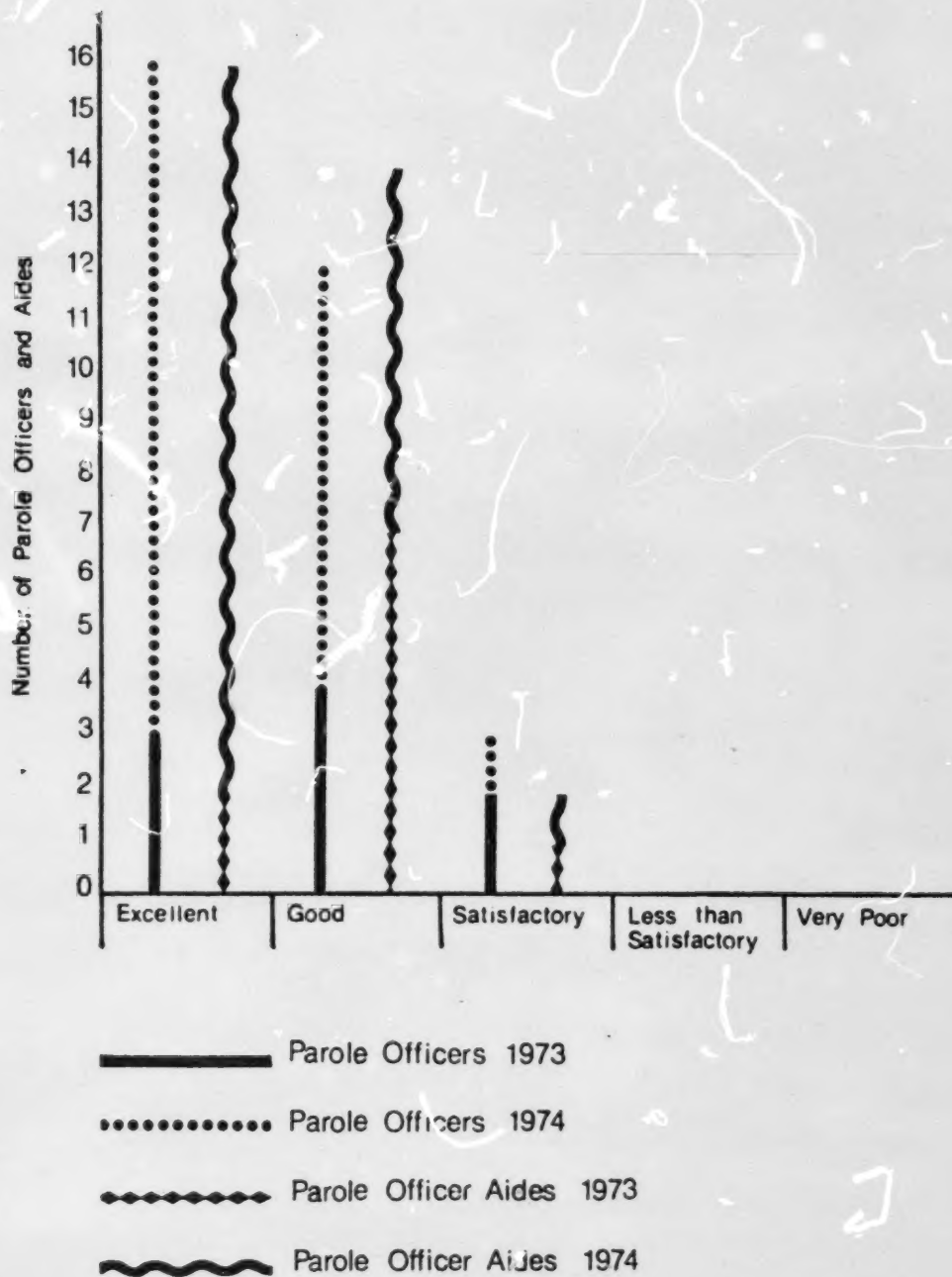


The frequency distribution for the quality of relationship parole officers and aides had with fellow staff members is shown in Table 28. There is no difference in the students' overall evaluation of aides' and officers' relationship with fellow workers. Sixteen officers were rated as having "excellent" relations with fellow workers as were sixteen aides. This indicates that ex-offenders apparently can work in parole agencies and be accepted by fellow workers. Many have voiced concern about possible resistance to the paraprofessional by professional officers. The evaluation of the ex-offender Parole Officer Aide Program in Ohio does not reflect evidence to justify this concern.

The student workers in 1974 were also asked to evaluate the parole officer or aide they worked with on the three criteria mentioned repeatedly by parole officials as necessary for being successful in working with parolees: (1) ability to motivate, (2) ability to relate, and (3) willingness to put oneself out in helping parolees. Table 29 reports the students' ranking of aides and officers on these three criteria. Aides and officers were ranked approximately the same with regard to motivating parolees while aides were ranked considerably higher in relating and working with parolees. Although these rankings are based upon the students' subjective evaluation, they nevertheless indicate that in the students' judgement, aides were performing as well or better than parole officers on the three criteria considered essential by parole officials.

TABLE 28

QUALITY OF RELATIONSHIPS WITH FELLOW WORKERS
AS EVALUATED BY STUDENT FIELD WORKERS



Summary

The evaluation of the Parole Officer Aide Program made use of an attitudinal questionnaire, in-depth interviews with aides, and data gathered by students who worked with parole officers and aides. The attitudinal questionnaire consisted of ten scales and some general questions. The scales indicated that in general, the aides' attitudes and orientations are very similar to those related to success as a social service worker. For the most part, their attitudes were nearly the same as the parole officers'. From the additional questions, it was found that in 1974 parole officer aides saw Ohio citizens as less punitive and inmates less responsible for their own behavior than did parole officers. Aides tended to emphasize deterrence and punishment as goals of corrections while parole officers appeared less committed to any one goal. Despite these few exceptions, there tended to be a general similarity in attitudes regarding crime and punishment.

In-depth interviews concerning the aides' feelings about their jobs indicated a general satisfaction with their work and a feeling that they were accepted by other employees. A recurring complaint from the aides, however, was the low pay that they received. All of the aides also suggested that more authority be given them in their work, achieved to a large extent in 1975. They felt, however, that adult correctional workers were doing a good job. Concerning parole procedures, aides suggested that parole officers should have smaller caseloads and that more volunteers should be used to assist them. It was found that the parole officers' and aides' average number of visits

TABLE 29

EFFECTIVENESS OF PAROLE OFFICERS AND AIDES
IN MOTIVATING, RELATING TO AND HELPING PAROLEES
AS EVALUATED BY FIELD WORKERS

	1974 Respondents	
	Parole Officer Aides $\bar{X}$	Parole Officers $\bar{X}$
Ability to Motivate Parolees	75.7	77.3
Ability to Relate to Parolees	90.7	85.6
Willingness to Put Himself Out or Help Parolees	89.1	83.9

increased in 1974 when compared to the initial evaluation of 1973. While the officers' $\bar{X}$ was substantially higher than the aides' $\bar{X}$ in 1973, there was only a slight difference in 1974.

Aides and officers spent their time in reasonably similar ways, with the one exception that aides spent significantly more time on report writing during the first year's evaluation and in meetings the second year. Parole officer aides were ranked slightly higher than parole officers on the quality of relationships with parolees and on the ability to relate to and work with parolees. There was no difference in the students' overall evaluation of aides' and officers' relationships with fellow workers.

Footnotes

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2. Winterbottom, Marian, "The Relation of Need for Achievement to Learning Experiences in Independence and Mastery," Motives in Fantasy, Action and Society, Princeton, New Jersey: D. Van Nostrand Press, 1958, pp. 453-478.
3. Goldings, Herbert J., "On the Avowal and Projection of Happiness," Journal of Personality, 1954, Vol. 23, pp. 30-47.
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5. Srole, Leo, "Social Integration and Certain Corollaries: An Exploratory Study," American Sociological Review, 1956, Vol. 21, pp. 709-716.
6. Bell, Wendell, "Anomie, Social Isolation, and the Class Structure," Sociometry, 1957, Vol. 20, pp. 105-116.
7. Porter, Julian E.; Seeman, Melvin; and Liverant, Shephard, "Internal vs. External Control of Reinforcements: A Major Variable in Behavior Theory," Decisions, Values and Groups, London: Pergamon Press, 1962, Vol. 2, p. 499.
8. Ibid., pp. 473-516.
9. Rokeach, Milton, The Open and Closed Mind, New York: Basic Books, 1960, p. 71.
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11. Hastorf, A.H.; and Bender, I.E., "A Caution Respecting the Measurement of Empathic Ability," Journal of Abnormal and Social Psychology, 1952, Vol. 47, pp. 574-576.
- Hobart, Charles W.; and Fahlberg, Nancy, "The measurement of Empathy," American Journal of Sociology, 1965, Vol. 70, pp. 595-603.
12. Leavitt, Clark and John Walton, "Innovative Person and Time of Adoption," Columbus, Division of Research Working Paper Series, College of Administrative Science, The Ohio State University, December of 1974.
13. Ibid., p. 23.

CHAPTER 5

FINDINGS ON SUPERVISORS', INMATES' AND PAROLEES' ATTITUDES CONCERNING PAROLE OFFICER AIDES

This chapter details 3 additional approaches utilized in evaluating the Parole Officer Aide Program. First will be presented the information obtained from interviewing each parole supervisor who had an aide working in his unit. Second, data will be discussed about the program obtained from questionnaires administered to inmates participating in pre-release training sessions. Finally, data obtained from a survey of parolees under the supervision of either aides or officers will be examined.

Unit Supervisors' Evaluations

In 1973 and 1974, each unit supervisor was individually interviewed and asked to first rank the parole officer aide (POA) or the "control" parole officer (PO) on several characteristics. After the supervisor had ranked either the parole officer or the aide, he was then asked to rank the other on the same characteristics.

The average score for POs and POAs as ranked by unit supervisors is given in Table 30. Supervisors rated parole officers higher on their ability both to motivate and relate to parolees in 1973, while aides were ranked higher in 1973 on their willingness to "go the extra mile" or put themselves out in working with parolees. These first three characteristics were most often mentioned as necessary for a parole officer to perform well on his job. If the three scales are treated as separate indicators of an underlying dimension and the assumption were made that they are additive, parole officers would

be ranked overall somewhat higher in 1973 as good social service workers (223 as compared to 219). However, supervisors in 1974 rated PO's higher on all three of these indicators as well as the other five criteria reported in the first four columns in Table 30. In fact, aides' ratings in 1974 are not only lower than parole officers on every indicator as rated by supervisors but are lower as well on every indicator than the 1973 aides. This led the researchers to compare first and second year aides' scores on each indicator (see Table 31). The aides hired in 1972-1973 had higher scores on every indicator than the aides hired in 1973-1974. The scores of the first group of aides were very comparable to the average parole officer's score. In fact, in 1974 this group of aides received higher scores on three of the first four indicators than did the parole officers. They were overall very comparable with the one exception of report writing, in which parole officers still excelled.

The only other characteristic in 1973 on which supervisors rated aides better than parole officers was in getting jobs or job training for parolees ($\bar{X}$ of 73 compared to a $\bar{X}$ of 69). Somewhat surprising was the fact that the aides hired during the first year of the program were rated on an equal level with parole officers in their ability to relate and get along with fellow workers during both evaluation periods. Although this is consistent with the aides' own evaluation of their being accepted and made to feel an important part of the parole team (as reported in the section on in-depth interviews with parole aides), the evaluators had originally felt there might be considerable resistance on the part of the parole officer to accepting ex-offenders.

The same questions were asked of 14 unit supervisors in 1975, and the responses in columns 4 and 5 of Table 30 are quite revealing. First, in terms of ability to motivate, POAs were evaluated on the average as more capable (65 to 62.5, respectively), a reversal from the two previous years. POAs were also rated superior on the ability to relate to clients, on willingness to "go the extra mile" in putting oneself out for clients, in obtaining jobs or job training for clients, and in relating to and getting along with fellow workers. POs were rated higher--as before--on relating to and getting along with representatives of community programs or agencies, on report writing, and as an overall employee of the APA. What is unusual about these latter differences, however, is the rather marked increases in the ratings of POAs (in contrast to the first two years) on report writing and as overall employees of the APA. One also notes that there was a decrease for both groups in rated ability in getting along with representatives of community programs or agencies, a finding explainable in part by the perceived insurgence of the "hard line" philosophy reflected by both the judiciary and law enforcement segments of the criminal justice system in Ohio. Indeed, the correctional system in Ohio in general is under continuous pressure to use shock parole¹ less frequently, to parole fewer offenders, and thus to increase sentence length. Even the use of shock probation² has decreased proportionately, and the prison population (through decreased use of shock probation, the new Ohio criminal code, the newly imposed deadlines for court case management, and the clearance of court backlogs) has jumped to a total of over 11,000 prisoners. Such a decline in rated ability is understandable, given these circumstances.

Supervisors rated aides somewhat lower than parole officers in getting along with representatives of other programs and agencies in the community ($\bar{X}$ of 77 compared to a $\bar{X}$ of 80 in 1973 and 72.4 compared to 78.3 in 1974). This difference appears to be a function of the problems aides had in being accepted as bonafide employees of the Adult Parole Authority by the local police. Several supervisors indicated that the local police had numerous reservations about using ex-offenders as state employees, but their resistance appeared to be diminishing. Aides also reported in our in-depth interviews that the local police frequently refused to cooperate or share information with them unless a parole officer were also present.

Supervisors rated parole officers considerably higher in 1973 and 1974 than aides both in report writing skills and overall as employees. However, when one compares supervisors' evaluation of aides who have worked for the APA more than a year with POs as overall employees, there was no difference in their ratings (75.5 versus 75.5). In other words, POAs who were in their second year of work with the APA were rated overall as valuable as the POs. The aides indicated in our 1973 interviews that one of their major problems was report writing. Supervisors were apparently aware of this deficiency inasmuch as the greatest difference between their rating of aides and parole officers was on report writing (22 points both years). Aides in their second year of employment with the APA appear to have reduced this deficiency somewhat but are still ranked seventeen points lower in report writing ability than parole officers.

TABLE 30

UNIT SUPERVISORS' RANKING OF PAROLE OFFICERS AND
PAROLE OFFICER AIDES ON SEVERAL DIMENSIONS PRESENTED AS MEANS SCORES

	1973 Respondents		1974 Respondents		1975 Respondents	
	P.O.'s.	P.O.A.'s.	P.O.'s.	P.O.A.'s.	P.O.'s.	P.O.A.'s.
Ability to Motivate	69	63	66.5	61.0	62.5	65.0
Ability to Relate to Parolees	73	71	70.0	65.2	60.8	64.5
Willingness to put himself out	81	85	76.5	72.4	73.3	75.7
Obtaining jobs or job training for parolees	69	73	68.7	66.2	61.7	71.4
Relating or getting along with fellow workers	86	86	79.6	73.2	72.5	78.0
Relating and getting along with representatives of community programs or agencies	80	77	78.3	72.4	72.5	70.0
Report Writing	75	53	73.9	52.4	72.5	61.3
As an overall employee of the Adult Parole Authority	78	65	75.5	62.9	71.7	70.5

TABLE 31.

UNIT SUPERVISORS' RANKING OF PAROLE OFFICER AIDES
ON SEVERAL DIMENSIONS BY LENGTH OF SERVICE
IN THE ADULT PAROLE AUTHORITY

	1 year or less Average Score	1 - 2 years Average Score
Ability to Motivate Parolees	57.3	63.0
Ability to Relate to Parolees	57.3	72.0
Willingness to Put Himself Out	68.6	76.6
Getting Jobs or Job Training for Parolees	62.7	69.5
Relating and Getting Along With Fellow Workers	69.1	77.5
Relating and Getting Along With Represen- tatives of Other Programs and Agencies in the Community	66.8	77.0
Report Writing	48.2	56.5
Overall as an Employee of the Adult Parole Authority	58.2	67.0

TABLE 32.

UNIT SUPERVISORS' EVALUATION OF THE PAROLE OFFICER AIDES PROGRAM

	1973 Respondents		1974 Respondents	
	Mean/ 6 Months	Range/ 6 Months	Mean/ 6 Months	Range/ 6 Months
How many times has the aide in your unit spoken as a representative of the Adult Parole Authority in the last 6 months?	9.2	1-36	13.0	0-48
	<u>N</u>	<u>Percent</u>	<u>N</u>	<u>Percent</u>
How valuable a function is having aides speak as representatives of the Adult Parole Authority?				
Very valuable	4	40%	12	60%
Valuable	3	30%	6	30%
Not that valuable	3	30%	1	5%
No answer	-	-	1	5%
The major advantage of the Parole Officer Aides Program:				
Source of information for parole officers (mediator)	5	50%*	5	25%
Teaches us how to relate to parolees	4	40%	9	45%
Better equipped to develop employment	2	20%	2	10%
Can relate and handle some parolees that other parole officers can't reach	2	20%	1	5%
Sets good example for parolee	-	-	2	10%
The major disadvantage of the Parole Officer Aides Program:				
Lack of cooperation police provide aides	3	30%	8	40%*
Aides' lack of education	3	30%	5	25%
None	2	20%	2	10%
Concern they may go bad and cast a bad reflection on the Adult Parole Authority	1	10%	1	5%
Aides' lack of authority	1	10%	5	25%

*These figures add to more than 100% because some supervisors gave more than one major advantage or disadvantage.

A number of questions were asked each supervisor in 1973 and 1974 concerning his evaluation of the Parole Officer Aide Program. Tabulated responses to these questions are given in Table 32. Supervisors were asked how often the aide in their unit spoke at public gatherings as a representative of the Adult Parole Authority and how valuable he (the supervisor) felt this function was. The responses varied significantly. The number of public speeches made in the preceeding six months ranged from zero to forty-eight, with the average being nine during 1973 and thirteen in 1974. Most supervisors indicated such public speaking was a valuable function. Supervisors who rated such public speaking as valuable often added that it helped the aides acquire status and respectability. Such comments were interpreted as indicating that some supervisors, at least, may have rated public speaking for aides as a valuable function of the program more in terms of offering the aide an opportunity for personal growth and advancement than as a valuable function for the Adult Parole Authority per se. A typical supervisor's comment on aides' public speaking was: "I think it is a very valuable function to have aides represent the APA by giving talks in our schools and to public groups. It gives people in the community an idea of what we're doing and what we're trying to do." Another commented: "Having aides give talks is extremely valuable to the APA. Aides are more believable; they are also generally perceived as being more sincere--they know what it's like." At least one supervisor felt the aides' public speaking was only an extension of Operation Prevention (a program which uses ex-inmates as public speakers in schools) and therefore nothing new or that valuable. None of the supervisors

mentioned aides' public speaking as the major advantage of the Parole Aide Program.

The most commonly mentioned major advantage of the Parole Officer Aide Program was the function the aides serve as a source of knowledge for other parole officers. In this respect, aides appeared to understand many of the problems parolees were having and what, if anything, could be done to help their clients. The second most frequently mentioned advantage of the Aide Program, according to supervisors, was that aides teach the other parole officers how to relate to clients. This was mentioned by several supervisors as an invaluable aid. Several supervisors mentioned that if the program were ever terminated, the APA should retain the aides as consultants because of their insight and knowledge. Another supervisor remarked that every parole office should have at least one aide as a reference source. Other advantages of the aide program commonly mentioned by supervisors were the good example that POAs set for parolees and the ability aides had in securing employment for clients. One supervisor remarked that the aide in his unit had such a "knack" of securing jobs for offenders that several POs had him help them get jobs for their clients.

When questioned concerning the major disadvantages of the Parole Officer Aide Program, supervisors most frequently mentioned the policemen's lack of cooperation with aides and the aides' limited education. Other supervisors, while acknowledging the problem aides have because of their more limited education, nevertheless felt their limited formal education might be an advantage in helping them to relate to most parolees. The aides' lack

of authority (i.e., to arrest and violate parolees) was also mentioned as a disadvantage of the program.

Nine of the ten supervisors interviewed the first year and nineteen of the twenty interviewed the second year were very pleased with the Parole Officer Aide Program. The following are some typical responses by unit supervisors:

I wasn't for it (the program) to begin with but it has been most successful. (The aide) knows where to find the bodies and teaches us how to relate with the parolees to develop good rapport.

He (the aide) has had success with some of my failures. There should be at least one aide in every parole office in the state.

The program should be expanded, and every parole unit should have at least one aide.

He (the aide) puts in more hours than anyone in my office. He's the most willing to put himself out of any of my men. He often works even Saturdays and Sundays.

As a group, the supervisors felt the Aide Program to be one of the best innovations to come from the Adult Parole Authority in some time. Almost all unit supervisors felt the program should be expanded and enlarged. When asked what they would do differently if they were responsible for evaluating and restructuring the program, many supervisors commented on the selection process. Several supervisors felt POAs should be more carefully selected. There were no such comments from supervisors the first year when the project coordinator selected the aides. The second year aides were selected more frequently by regional or unit offices, and some supervisors seem quite concerned that future selections be made more carefully. This would seem justified on the basis of scores received on several

indicators by aides with less than one year's experience in comparison with the aides selected the first year.

Inmate Attitudes Toward the Parole Officer Aide Program

The pre-release inmate populations at Lebanon and Mansfield Correctional Institutions (consisting of 64 inmates) were administered a questionnaire in 1973. Again in 1974, the pre-release inmate populations at Lebanon, Lucasville, London, Chillicothe, and Marion Correctional Institutions as well as the Reformatories at Mansfield and Marysville were administered questionnaires. The sample population in 1974 was comprised of 180 inmates.

Somewhat surprising to the researchers was the fact that in 1974 only 44% of the inmates interviewed knew anything about Ohio hiring "ex-cons" to work as parole officer aides. The Parole Officer Aide Program had been in operation over a year and a half at the time the inmates were interviewed. At the same time, 94% of the inmates knew about Ohio's new Shock Parole Statute which had just been passed three or four months before the interviews. Nevertheless, the inmates were very optimistic and positive about the use of ex-offenders in corrections. In fact, 79% agreed that the use of ex-cons as parole officers would probably result in new treatment programs for helping parolees stay out of trouble, while only 9% of the inmates disagreed. This seems to reflect the inmates' very positive attitudes toward the program.

Data in Table 33 show that six additional questions asked both inmate populations concerning attitudes toward the parole aide program. Responses to question number one indicated that 95% of the inmates in 1973, and 85%

TABLE 33.

RESPONSES TO QUESTIONS DEALING WITH ATTITUDES
TOWARD PAROLE AND THE PAROLE AIDE PROGRAM
BY INMATES OF OHIO CORRECTIONAL INSTITUTIONS

	1973 Respondents		1974 Respondents	
	Number	%	Number	%
1. If you had your choice upon release from prison, would you prefer a parole officer or a parole officer aide?				
Parole Officer	3	5.2	25	14.6
Parole Officer Aide	55	94.8	146	85.4
2. A parole officer aide will be better able to help parolees avoid problems than can regular parole officers.				
Strongly Agree	18	28.1	64	36.8
Agree	37	57.8	74	42.5
Undecided	7	10.9	17	9.8
Disagree	2	3.1	12	6.9
Strongly Disagree	0	0.0	7	4.0
3. Following release from prison and completion of parole, I would like to become a parole officer aide.				
Strongly Agree	12	18.8	48	27.9
Agree	32	50.0	40	28.5
Undecided	8	12.5	31	18.2
Disagree	8	12.5	30	17.4
Strongly Disagree	4	6.2	14	8.1
4. Most parole officers find it hard to understand parolees' problems because the officers come from middle-class backgrounds.				
Agree	44	68.8	97	56.4
Undecided	10	15.6	31	18.2
Disagree	10	15.6	44	25.6

TABLE 33, (continued)

	1973 Respondents		1974 Respondents	
	Number	%	Number	%
5. Most parolees will object to being supervised by a parole officer aide rather than by a normal parole officer.				
Strongly Agree	2	3.1	10	5.7
Agree	12	18.8	30	17.1
Undecided	15	23.4	29	16.6
Disagree	27	42.2	74	42.3
Strongly Disagree	8	12.5	32	18.3
6. Parolees who are supervised by a parole officer aide are more likely to succeed on parole than those supervised by normal parole officers.				
Strongly Agree	19	29.7	42	23.7
Agree	29	45.3	75	42.4
Undecided	13	20.3	28	15.8
Disagree	3	4.7	23	13.0
Strongly Disagree	0	0.0	9	5.1

in 1974 preferred a parole officer aide supervising them upon release from prison. Only 5% preferred a parole officer during the first year's evaluation while 15% of the second year respondents preferred a parole officer. Nine percent were undecided. In most cases, preference would of course be based on the inmate's idea of what he would prefer rather than on the inmate's actual prior experience with an aide's supervision.

When asked if a parole officer aide would be better able to help parolees avoid problems than a regular parole officer, 86% agreed in 1973 and 79% agreed in 1974. Only 3% of the inmates in 1973 compared to 11% in 1974 felt parole officers would be more helpful to parolees than would the aides. However, a higher percentage of inmates in 1973 indicated interest in being a parole officer aide than in 1974 (69% compared to 56%).

Sixty-nine percent of the pre-release inmates agreed that most parole officers find it hard to understand parolees' problems because the officers came from middle-class background; 16% disagreed with this statement in 1973 and 26% in 1974. The response to this question may be an indication of one of the reasons why the majority of the inmates would rather have a parole officer aide supervising them.

Question number 5 served as a check for question number 1. Fifty-five percent of the inmates in 1973 and 61% in 1974 disagreed with the statement that most parolees would object to being supervised by an aide rather than an officer. Only 22% agreed most parolees would rather be under a parole officer's supervision. This 22% differed somewhat from the approximately 10% who would rather have a parole officer supervising them (question number 1). Although, it appeared that approximately 90% of the

inmates would prefer an aide themselves, they felt only approximately one-half of the parolee population thought similarly.

The responses to question number 6 indicated that although only a little over half of the parolee population may prefer a parole aide according to other inmates, these same inmates felt parolees would fare much better under an aide's supervision. Approximately 70% of the pre-release population felt parolees were more likely to succeed on parole when supervised by an aide. The percentage of inmates so responding declined, however, from 1973 to 1974 (75% compared to 66%).

The inmates evaluated the Parole Officer Aide Program very highly. The majority indicated a preference for an aide to supervise them upon release. They felt as a group that an aide's background and experience would be beneficial in understanding, helping and working with parolees. However, comparing 1973 and 1974 replies, one notes a more critical evaluation of the aide program by inmates during the second year. This more critical evaluation was similar to the change noted in 1973 between inmates' and parolees' attitudes toward the program. In 1973, inmates were much more optimistic about the benefits of having an ex-offender parole officer than were parolees. It may well be that as inmates and parolees become more acquainted with the POA program, they realize that the aides were employees of the Adult Parole Authority and defined their work accordingly. Although aides appeared to be more liberal and perhaps innovative in working with parolees, they nevertheless also subscribe to APA standards and expectations of their work. Overall, however, reactions to the Parole Aide Program

were extremely positive both years. The majority of inmates would prefer to be supervised by a parole aide, felt an aide was better able to understand their problems, and would enjoy the opportunity to be employed as an aide.

Survey of Parolees

The next approach utilized in evaluating the Parole Officer Aide Program was a survey of clients being supervised by either a parole officer or an aide. The results of this evaluative approach should be as valid and meaningful, or even more so, than any of the other techniques utilized. This is particularly the case inasmuch as aides and parole officers were employed to help parolees. Therefore, the parolees themselves were perhaps more qualified than anyone else to evaluate the quantity and quality of help they received from their aide or officer. The high return rate of the questionnaires also allows one to have substantial confidence that the results obtained are fairly representative of Ohio's parolees.

The parolees' responses to questions concerning their experiences with and attitudes toward parole officers and parole officer aides are given in Table 34. Parolees supervised by an aide indicated they can communicate better than did parolees supervised by a parole officer (94% compared to 80% in 1973 and 90% compared to 87% in 1974). Parolees working with aides also reported more frequently that they could trust them than did parolees working with officers in 1973 (83% compared to 77%), but this trend is reversed in 1974 (78% compared to 82%). A greater percentage of offenders supervised by an aide indicated their parole supervisor cared about what they did and

TABLE 34

RESPONSES TO QUESTIONS DEALING WITH
EXPERIENCES WITH AND ATTITUDES TOWARD
PAROLE OFFICERS AND PAROLE OFFICER AIDES BY PAROLEES

	1973 Respondents			1974 Respondents		
	Parole Aides Number	%	Parole Officers Number	Parole Aides Number	%	Parole Officers Number
Can you communicate well with your parole officer?						
Yes	99	94.3	82	111	89.5	121
No	5	4.8	19	13	10.5	18
Do you trust your parole officer?						
Yes	87	82.9	79	95	77.9	111
No	17	16.2	20	27	22.1	25
Does he seem to care about what you say and do?						
Yes	100	95.2	90	112	94.9	125
No	5	4.8	8	6	5.1	12
Do other parolees assigned to your parole officer feel he is doing a good job?						
Yes	37	35.2	19	37	29.6	32
No	5	4.8	4	7	5.6	5
Don't know	61	58.1	78	81	64.8	101
How often do you "con" your parole officer?						
Often	4	3.8	5	8	7.8	11
Sometimes	21	20.0	23	29	28.4	15
Never	80	76.2	71	65	63.7	81

TABLE 34 (continued)

	1973 Respondents			1974 Respondents		
	Parole Aides Number	%	Parole Officers Number	Parole Aides Number	%	Parole Officers Number
Would your parole officer do more for you than is required?						
Yes	79	75.2	71	77	70.0	98
No	14	13.3	19	33	30.0	30
Does your parole officer have connections he uses to help you get jobs?						
Yes	64	61.0	47	63	55.3	56
No	30	28.6	39	51	44.7	73
Does your parole officer under- stand what it is like to be on parole?						
Yes	83	79.0	60	103	84.4	83
No	15	14.3	30	19	15.6	42
Is your parole officer easy to find if you need to see him?						
Yes	97	92.4	88	104	83.9	128
No	7	6.7	13	20	16.1	10
How often do you have contact with your parole officer, in person or by telephone?						
More than Once a Week	17	16.2	5	8	6.5	4
Once a Week	38	36.2	29	25	20.3	26
Twice a Month	1	1.0	8	40	32.5	45
Less than Twice a Month	47	44.8	69	50	40.7	64

TABLE 34 (continued)

	1973 Respondents			1974 Respondents		
	Parole Aides Number	Parole Aides %	Parole Officers Number	Parole Aides Number	Parole Officers Number	Parole Officers %
If you committed a parole violation, would your parole officer give you a second chance?						
Yes	37	35.2	35	37	47	33.8
No	2	1.9	5	9	7	5.0
Don't know	66	62.9	63	77	85	61.2
Are you required to visit your parole officer at his office, or does he visit you at home or on the job?						
Visit Required at Office	35	33.3	19	38	42	31.8
Officer Visits Parolee	52	49.5	74	72	81	61.4
Both	15	14.3	9	11	9	6.8

said than did those parolees supervised by a parole officer (95% versus 87% in 1973 and 94% versus 91% in 1974). The data from offenders was inconclusive as to whether aides or officers were less likely to be "conned." Parolees in the first year evaluation reported less "conning" of their aides than those being supervised by a parole officer. The exact opposite pattern was observed from the 1974 data, unless the researchers themselves were being conned. Parolees supervised by aides responded affirmatively much more often than those supervised by officers to the statement: "Do other parolees assigned to your parole officer feel he is doing a good job?" (35% versus 18% in 1972, and 30% versus 23% in 1974).

The clients supervised by aides rated them as being generally more helpful, concerned and understanding than did those supervised by a parole officer. However, in response to question, "Would your parole officer do more for you than is required?", parolees supervised by POs were more likely to respond affirmatively (77%) than those supervised by aides (70%) in 1974. This is a definite reversal from the first year of the POA Program when aides were rated considerably more helpful than POs. Aides were rated significantly higher than officers in terms of having connections to help parolees get jobs both years (61% compared with 46% in 1973, and 55% versus 43% in 1974). Aides were understandably rated better both years at comprehending what it is like to be on parole.

The first year parolees felt that aides were considerably easier than parole officers to find if they needed them. Certainly the ease with which parolees can contact whoever is supervising them on parole is important if

TABLE 35.

PAROLEES' RANKING OF PAROLE OFFICER AIDES
AND PAROLE OFFICERS ON SEVERAL DIMENSIONS
(Rated on scale from 0 = poor to 100 = excellent)

	1973 Respondents		1974 Respondents	
	Parole Aides $\bar{X}$	Parole Officers $\bar{X}$	Parole Aides $\bar{X}$	Parole Officers $\bar{X}$
Ability to Motivate Parolees	76.2	73.3	76.7	76.7
Ability to Relate to Parolees	79.1	76.8	79.2	81.1
Willingness to Put Himself Out	78.4	75.9	72.3	78.0
Overall Quality of Performance as a Parole Officer	80.7	78.8	78.1	83.4

the whole concept of parole is to be viable. Nevertheless, it was to be expected that aides' clients could get in touch with them much easier than could offenders supervised by a parole officer. One major reason for this was that aides have only one-half the number of parolees to supervise than did the typical parole officer. However, parolees contacted in 1974 indicated POs were easier to find than POAs. This seems again to indicate a different type of POA employed the second year from the first. Because of the difference in caseloads, one would also expect that parolees assigned to aides would have more contact with them than parolees assigned to parole officers. This is what data in Table 34 indicate. Parolees supervised by an aide reported more contacts and meetings than parolees supervised by regular parole officers. Parolees supervised by those aides who started during the first year of the program reported considerably more contacts with their aide than those supervised by the newer aides.

There was little difference in the two groups of parolees' evaluation of whether their aide or officer would give them a second chance if they were discovered committing a parole violation.

Parolees were asked to rank their parole officer or aide on the same four scales utilized earlier by field workers and unit supervisors in ranking these employees (see Table 35). Parolees felt aides superior to parole officers on all four scales in 1973; however in 1974, parolees rated POs on the average to be consistently superior. Supervisors had ranked aides superior to parole officers regardless of years of service.

The first three scales attempted to measure characteristics which many parole officers and supervisors had indicated were most important in differentiating between good and average parole officers. Assuming the scores to be additive, supervisors rated parole officers somewhat superior to aides in 1973 (223 compared with 219) and more so in 1974 (213 compared to 199). Parolees rated parole officers considerably lower than aides in 1973 when the three scale scores were combined (226.0 compared with 233.7), but higher in 1974 (236 compared with 228).

Interestingly, unit supervisors' and parolees' overall evaluations of POs differed only by 3 points out of a possible 270, while the difference between the two groups in their evaluation of the POAs differed by 15 points. However, when POAs hired during the first year of the program were compared with POs supervisors and parolees consistently ranked the POAs much higher. Parole officer aides with a year's experience were rated higher than parole officers by parolees on every scale and question designed to measure effectiveness. However, when all POAs are compared to POs the officers were ranked higher by parolees in 1974. The first year's evaluation concluded that aides may be rated more effective by parolees because of their similarity to parolees, i.e., also being ex-offenders. At least one other possible explanation for these differences may be the variation in aides' and officers' size of caseloads which affected the time allocation per case. Several studies have concluded that the more contact time that prisoners, parolees, welfare recipients and others have with social service personnel the more satisfied they are with the service they

receive.³ This feeling of satisfaction appears to be an artifact of the contact time,⁴ inasmuch as external changes in behavior have not necessarily been associated with these feelings.⁵

Therefore, those parolees supervised by aides who felt they were receiving better supervision might think so because the aides had more time to spend with them than did the average parole officer. Whether contact time was responsible for at least part of the favorable evaluation aides received from parolees in 1973 is impossible to discern; however, it does not appear to be as relevant as other variables in light of the 1974 evaluation.

If aides were equally as good or better at helping parolees than parole officers, one could expect aides' parolees to have had fewer legal problems since their release from prison. In order to ascertain this, parolees were asked four questions concerning their legal problems since parole. The questions dealt with whether they had been questioned by the police since their release from prison, arrested, arraigned, or reincarcerated during this time. Parolees' responses are given in Table 36.

The parolees working with aides had considerably more legal problems since their release from prison. They reported they had since their release from prison been questioned more by the police, arrested more frequently, arraigned more often in court on more new offenses, and also been reincarcerated or jailed more often. If one were to evaluate the effectiveness of POs and POAs on the basis of their clients' legal problems (assuming the two groups of clients were similar), one would have to conclude that parole officers were far superior to aides. However, the caseloads of aides and

parole officers were considerably different. Aides' parolees were incarcerated longer for more serious offenses, had more extensive past criminal involvement, and were also younger on the average when first arrested. The POAs' parolees, in other words, had the characteristics of those most likely to recidivate. In fact, if one controls for prior criminal involvement and age at first arrest, aides' parolees have lower rates of legal problems than did the POs' parolees.

The 1973 evaluation of the Parole Officer Aide Program concluded that aides were rated as superior to parole officers by parolees on every dimension. It is apparent from the 1974 data that being an ex-offender parole officer was certainly no guarantee of receiving a positive evaluation from a parolee. The additional ex-offenders hired the second year of the program were not as carefully selected, and their performance had generally not been rated as highly by parolees, supervisors, field workers or as predicted from attitudinal indices as those employed the first year. The data from both years, however, reflected more similarities between POAs and POs than possible differences. These recent data certainly indicated the importance of screening potential employees whether they be ex-offenders or not.

Summary

Responses to interviews or questionnaires by parole supervisors, prison inmates, and parolees indicated general agreement that the Parole Officer Aide Program was worthwhile. Supervisors in 1973 and 1974 ranked parole officer aides higher than parole officers only in effort and ability to get parolees jobs, yet they saw aides as a valuable source of information

TABLE 36.

RESPONSES BY PAROLEES TO QUESTIONS
DEALING WITH LEGAL CONTACTS SINCE RELEASE FROM PRISON

	1973 Respondents			1974 Respondents		
	Parole Aides Number	%	Parole Officers Number	Parole Aides Number	%	Parole Officers Number
Have the police questioned you about any crime since your release from prison?						
Yes	24	22.9	23	39	31.5	33
No	80	76.2	78	85	68.5	105
						23.9 76.1
Have the police arrested you since your release from prison?						
Yes	38	36.2	31	43	34.7	47
No	105	62.9	103	81	65.3	92
						33.8 66.2
Have you been to court for a new offense (except traffic) since your release from prison?						
Yes	25	23.8	15	27	21.8	29
No	79	75.2	88	97	78.2	110
						20.9 79.1
Have you spent time in jail since your release from prison?						
Yes	32	30.5	28	38	30.6	33
No	72	68.6	75	86	69.4	105
						23.9 76.1

for parole officers and as teachers for parole officers on how to relate to parolees. Inmates consistently indicated a preference for parole officer aides, with over two-thirds of them expressing a desire to be employed as an aide. Parolees supervised by aides consistently ranked them higher on all questions or scales than did those clients supervised by parole officers. The researchers suggest this might be due to the smaller caseloads of parole officer aides which allowed them to devote more time to each of their parolees, but that this was not the likely answer in light of the 1974 data. The final portion of the parolee questionnaire indicated that parolees under an aide's supervision consistently had more legal problems. This was apparently the result of aides being assigned parolees who are more likely to be "losers" to begin with, rather than the fact that parole officers provide superior service to their parolees.

Footnotes

1. Shock parole is an early release alternative which the Parole Board might use in releasing incarcerated after a minimum of six months of imprisonment. This is not split-sentencing (as practiced in the Federal system), inasmuch as offenders do not know if or when they might receive early parole. This alternative has been evaluated by Professor Joseph E. Scott, and the results will shortly be issued in the Monograph Series of the Program for the Study of Crime and Delinquency.
2. Shock probation is a judicial disposition in at least Ohio, Indiana, and Kentucky. In Ohio, the sentencing judge commits the offender to the Department of Rehabilitation and Correction, and can recall the offender 30 to 130 days later, placing him on probation within the community. This also differs from split-sentencing in that the offender does not know at the point of sentencing if he will receive shock probation. Evaluations by the Program for the Study of Crime and Delinquency indicate an 85% success rate. See Paul Friday, David Petersen, and Harry Allen, "Shock Probation: A New Approach to Crime Control", Georgia Journal of Corrections, Vol. 1, No. 1 (July, 1973), pp. 1-13. See also David Petersen and Paul Friday, "Early Release From Incarceration: Race as a Factor in the Use of 'Shock Probation'", Journal of Criminal Law and Criminology, Vol. 66, No. 1 (March, 1975), pp. 79-87.
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CHAPTER 6

EFFECTIVENESS INDICATORS FOR PAROLE OFFICERS AND AIDES: RECIDIVISM OUTCOMES

Introduction

The previous chapter indicated that the aides are supervising clients who had considerably more multiple problems; these clients had been incarcerated for more serious offenses, had more extensive past criminal involvement, and were younger when first arrested. The 1975 data also suggested that aides were supervising more problematic cases, although the differences were not as obvious as in the 1973 and 1974 studies. In any event, the 1974 POA's clients had the characteristics of those more likely to recidivate. If one controls for prior criminal involvement and age at first arrest, aides' clients had lower rates of legal problems than did the PO's caseloads.

The Recidivism Outcomes

Although it was known that the caseloads for POs and POAs were different on a number of important dimensions, it was not empirically demonstrated how effective the two parole agent groups were in preventing further criminal misbehavior by their clients. For this reason, it was decided that the 1975 study should determine the outcomes of caseloads by parole agent type.

To ascertain the differences in outcome, the caseloads of 22 POAs were examined (one POA had been the victim of a heart attack, preventing the

examination of that person's effectiveness.) A random sample of POs in the same unit of POAs was drawn (22 officers) and each agent was asked to report on 50% (every other case) of his caseload. The supervision outcomes of the caseloads from July 1, 1973 to June 30, 1974 were determined.

Simultaneously, we sought to answer the question of how problematic the caseloads were for those under supervision in 1974-1975. Data on these clients have been presented in Chapter 3, but one additional bit of information is tabulated and presented in Table 37, which details the 10 most frequently occurring offenses for clients under supervision in 1974-1975. These include 66.3% of all cases reported by both POs and POAs.

From the data in Table 37, it is obvious that the clients supervised by aides had more frequently been convicted of breaking and entering, armed and unarmed robbery, burglary, grand theft, and second degree murder. POs, on the other hand, had clients who had more frequently been convicted of forgery, violation of drug laws, auto theft, and receiving and concealing stolen property. It appears that aides are more frequently supervising clients convicted of crimes against the person (as well as some crimes against property), and that the relative composition of aides' caseloads were still more problematic than the officers' clients.

The data in Table 38 were derived from the records of the APA, and have been classified into "Definite Failures" (resentenced or returned to prison as parole violators); "Possible Failures" (transferred to a Reintegration Center, Mental hospital, or declared to be a parole violator at large); and "Not Failures"

TABLE 37

TEN MOST FREQUENTLY OCCURRING OFFENSES

	P.O. Caseloads		P.O.A. Caseloads		Total	
	#	%	#	%	Number	Percent
B & E	25	15.96	18	18.00	43	16.72
Forgery	28	17.83	8	8.00	36	14.01
Armed Robbery	19	12.10	16	16.00	35	13.62
Burglary	16	10.19	15	15.00	31	12.06
Grand Theft	12	7.64	10	10.00	22	8.56
Unarmed Robbery	12	7.64	12	12.00	24	9.34
Viol. of Drug Laws	17	10.83	4	4.00	21	8.17
Auto Theft	11	7.01	5	5.00	16	6.23
Rec. Stolen Prop.	11	7.01	4	4.00	15	5.84
2nd Deg. Murder	<u>6</u>	<u>3.82</u>	<u>8</u>	<u>8.00</u>	<u>14</u>	<u>5.45</u>
	157	99.99	100	100.00	257	100.00

Table 38
Outcomes Indicators for Clients of Parole
Officers and Aides
(In Percentages)

Outcomes	Parole Officers	Aides	Total
Definite Failure ¹	4.74%	2.78%	4.10%
Possible Failure ²	5.43	3.54	4.81
Not Failures ³	<u>89.83</u>	<u>93.68</u>	<u>91.07</u>
Totals	100.00%	100.00%	99.98%
(n=)	(2,468)	(1,185)	
$\chi^2 = 14.67$ $P < .01$			

1. Includes offenders resentenced or returned as parole violators.
2. Includes offenders transferred to a Reintegration Center or mental hospital, as well as declared parole violator at large.
3. All other clients under supervision during year.

(all other categories, including final release, maximum sentence release, etc.).

This classification is similar to the process by which the APA defines outcomes.

The data indicated that aides, despite the fact that they supervise the more problematic caseloads, have had fewer "Definite Failures" and "Possible Failures" and therefore more "Not Failures" than the POs. The difference is significant at the .01 level. This suggests that, for the sample examined, the aides have been more successful with their caseloads than have the POs, as measured by criminal behavior outcomes.

Summary

Despite the more problematic caseloads assigned to aides, the clients under their supervision have had significantly more favorable outcomes in 1973-74 than did those cases under supervision by POs. If one were to measure programmatic effectiveness, at least in part, by recidivism data, one could conclude that the Parole Case Aide Program has led to lessened recidivism and therefore a reduction in crime for those cases under their supervision for the time indicated. Whether the smaller caseloads or the characteristics of the aides is more causal cannot be answered from the data at this time, but it is more reasonable to argue that the aides' characteristics are more important.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

This concluding chapter presents a concise overview of the Ohio Parole Officer Aide Program and the various approaches utilized by the research staff in the evaluation. In addition, several recommendations and implications for using ex-offenders as paraprofessionals in the field of corrections are offered for consideration.

Background of the Project

The use of ex-offenders to aid and assist with probationers or parolees in the Department of Rehabilitation and Correction is not unique to Ohio. Several other states have utilized ex-offenders in one capacity or another in correctional programs. Two things are relatively novel, however, about the Ohio Parole Officer Aide Program. First, the authority, power and trust given ex-offenders hired as aides are unique. Although the aides do not have the total autonomy of parole officers, they do have their own caseloads for which they are primarily responsible. Second, the desire and commitment of the Ohio Adult Parole Authority to objectively evaluate the effectiveness of the program is both exceptional and commendable. In these and other respects, the Ohio Adult Parole Authority is capitalizing on the resources of ex-offenders and evaluating their effectiveness more extensively than have other states to date.

Summary of the Evaluation

In evaluating the twenty-three parole officer aides employed by the State of Ohio during the first two years, their performance in comparison to a control group of parole officers has been deemed equally effective. As a result, the Ohio Adult Parole Authority hired additional aides and broadening their responsibilities. The third year evaluation found very similar benefits.

The research techniques employed in evaluating the effectiveness of the parole officer aides included a variety of approaches. The first technique utilized was the measurement of aides' and parole officers' attitudes on several dimensions often mentioned as being associated with successful social service-type workers. The results from the attitudinal questionnaire on the scales specifically designed to measure traits associated with successful social service workers indicated aides have the qualities, attitudes and orientations generally associated with such employees. More similarities than differences were found between aides and parole officers on these various attitudinal indicators, as well as in their attitudes toward law and order.

The in-depth interviews with parole officer aides indicated they were very pleased with their jobs. They have been well accepted and socialized into their respective parole offices. Aides had considerable confidence and their own ability to help and assist parolees, although in 1974 only four felt being an ex-offender was more important than being a community resident in working with parolees.

The third approach followed in evaluating the program was the use of students as field observers. The students reported no difference in the number of parolees seen on the average by the various parole officers and parole officer aides. Similarly, no differences were observed in the percentage of time spent with parolees. Also, parole officers and parole officer aides' relationships with fellow workers were rated equal, but aides were evaluated as having somewhat better relations with their parolees than did parole officers.

Unit supervisors rated parole officers and aides on several dimensions as a fourth technique in evaluating the program. Their ratings indicated that in most respects parole officers were much superior to aides. Supervisors in 1973 rated parole officer aides better in getting parolees jobs and "putting themselves out." However, in 1974, supervisors rated parole officers superior on every indicator. This is apparently a reflection of the type of aides hired during the second year of the program.

In 1975, aides were rated superior on about half the dimensions. In comparing supervisors' ratings of aides according to length of employment, those hired during the first year in comparison to the second year of the program were rated higher on every dimension. In fact, if supervisors' ratings for parole officer aides hired during the 1972-1973 program year were compared to parole officers, there was very little difference between the two groups. Aides were rated somewhat better in relating, helping, and getting parolees jobs in 1974, while parole officers are rated higher in motivating parolees and

considerably better at report writing. Overall, however, supervisors in whose units aides worked were very excited about the Parole Officer Aide Program. Several supervisors indicated they had grave doubts about the program at its inception, but they now felt it was the best new program to have ever come out of the Adult Parole Authority and that it should certainly be expanded.

The fifth indicator in assessing the desirability of the ex-offender program was to ascertain inmates' attitudes toward such an innovation. Inmates surveyed at Ohio's penal institutions were very much in favor of the Parole Officer Aide Program. The majority of inmates felt parolees supervised by an aide would be more likely to succeed on parole. An overwhelming majority of inmates indicated they would prefer being supervised by an aide rather than a parole officer. Surprisingly, although the program had been in effect for two years in 1974, less than 50% of the inmates were aware of the Program.

A sixth approach used in the evaluation was to contact the parolees supervised by parole officers and parole officer aides to determine their opinion of the help and support they were receiving. The parolees surveyed, who were under the supervision of either an aide or a parole officer, rated parole officer aides superior on every indicator in 1973, and rated parole officers somewhat better than parole officer aides in 1974. Parole officer aides in 1973 were rated more trustworthy, more concerned, more helpful in finding jobs, more understanding, easier to talk with, and easier to find when needed by parolees than were parole officers. Such was not the case

in 1974, when all parole officer aides were simply compared to the control group of parole officers.

The reason for such differing results seemed to lie with the type of parole officer aide chosen. The 1973 program evaluation mentioned that the aides' smaller caseload might be responsible for the more positive ratings parole officer aides received from parolees. This explanation now seems somewhat less than accurate. A more rational explanation might simply be that aides, carefully chosen, can be a real asset to an Adult Parole Authority's service. However, being an ex-offender was no guarantee that an individual will make a good parole officer or aide. Consequently, careful screening of applicants should be used in the future in order to assure the program's success.

A seventh approach in assessing the ex-offender program was a national survey of State Directors of Corrections. This survey documented the growing trend of utilizing ex-offenders in corrections as support personnel. The majority of directors favored using ex-offenders as parole officers or aides, but only Ohio and Pennsylvania have actually implemented programs where a sizeable number of such ex-offenders are employed.

The recidivism (failure) rates for aides' and parole officers' caseloads, measured in 1974, indicated that those clients supervised by aides had significantly less failures in every category than did clients of parole officers.

Recommendations

From the work and contact with the Ohio Parole Officer Aide Program during the last three years, information has been received from numerous sources concerning recommended changes. It is from such suggestions as well as the evaluation of the data collected that the following recommendations are offered for consideration.

(1) Selection of parole officer aides. Greater care should be given in selecting ex-offenders as parole officer aides. On the basis of this evaluation, an aide's effectiveness can be predicted from various attitudinal scales and indices associated with successful social service-type workers. The Adult Parole Authority should consider screening future applicants on the basis of their scores on tests such as the Achievement Motivation Scale, Self Esteem Score, Focal Concerns Scale, the Dogmatism Scale and the Innovativeness Scale.

(2) Training seminars. All new aides should attend an orientation and training seminar. The seminars should emphasize such skills as report writing, dictating skills, and counseling techniques. The training seminar should be conducted in such a way that the parole officer aides will be enthusiastic about their jobs.

(3) Retraining seminars. All parole officer aides should be invited to participate in at least part of each new training seminar. This will allow aides to share experiences as well as receive a refresher course in parole techniques. This will also help aides to get to know one another and perhaps

provide the additional support and advice needed. In addition, aides would be able to learn from one another how they have dealt with precarious situations.

(4) Relations with police and jail personnel. Police, jail and court personnel in cities where aides will work should be invited to a portion of the training seminar. Their understanding of the program should facilitate aides in gaining the needed cooperation from local law enforcement and criminal justice agencies. If such officials do not attend the training seminar, correspondence from the Parole Officer Aide Project Director explaining the program and requesting their assistance would be helpful. Literature describing the program and its success should be made available not only to these agencies but to others with which the POAs will be working. The National Criminal Justice Reference Service should also be used to disseminate this information.

(5) Increase the number of parole officer aides. The exact number of POAs employed would depend on the available resources. At least one aide should be assigned to each adult parole unit in the state. At the present time, supervisors, inmates, and parolees appear to be in favor of this recommendation. Continuing evaluation should be conducted to avoid any possible "boomerang" effect, as the program continues to grow and to be implemented.

(6) Assignment of aides to parole units. A conscientious effort should be made to continue to assign POAs to communities with which they are acquainted. This will allow POAs to more fully utilize their knowledge

of the community and its resources in working with parolees. From interviews, the parole officer aides suggest that knowledge of the community is more important to them in helping parolees than is their status of being an ex-offender.

(7) An incentive program and career ladder. Aides should be provided an incentive to gain additional writing, speaking and counseling skills, as well as formal education. Such an incentive should be related to salary increments and advancement possibilities. As the aides gain the education and experience required for potential parole officer employees, they should be given first consideration for any new openings, and more should be promoted to parole officer status. Such an incentive system would hold out viable, attainable goals for aides to work toward. Certainly the opportunity to become a parole officer and have the period of time when working as an aide count toward advancement, retirement, and other benefits is necessary.

(8) Integration of aides into parole units. Unit supervisors should encourage an exchange of ideas and knowledge between POAs and POs in their respective units. Aides may be of considerable help to POs in further understanding parolees' problems, apprehensions, occupational desires and capabilities, and differences in "culture." Parole officers, on the other hand, may be of enormous help to POAs in learning how best to cope with bureaucratic problems and workable solutions to various problems with parolees. The exchange can be further beneficial for and complementary to the Adult Parole Authority.

(9) Updating training seminars. At least two updating training seminars should be held each year for all parole officer aides. This would allow aides to receive additional training in areas in which they feel weak. It would also provide the means by which aides could communicate to each other the

various techniques which they find to be most successful in working with parolees.

(10) Public relations and educational programs. A more intensive and effective public information and education program should be conducted. The Adult Parole Authority should receive more recognition and praise for their innovative attempts in the field of corrections. Certainly, the parole officer aide program is one program in which the APA can take pride. In addition, by informing the public of such programs, some of the resistance aides have encountered in their respective communities may be minimized.

(11) Project Director's duties. The POA Project Director should be allocated at least one-half and preferably all of his time to coordinate, implement, and monitor the project's programs and activities. This would allow for the preparation of training seminars and selection of new aides, and for the dissemination of relevant information concerning the program to the APA, regional and unit parole offices, parole officer aides, the press, and correctional departments in other states.

(12) Evaluation of the program. The parole officer aide program should be further evaluated by an outside agency. This will provide the Adult Parole Authority with further baseline data to assess the effectiveness of the program in the future. If the program is apparently less effective from one year to the next, the evaluation may supply some of the reasons and act as a catalyst for change. Similarly, since innovative ideas such as the POA program are more subject to ridicule and criticism by the press and the public, the sponsoring agency has a continuing responsibility to justify such programs with reliable empirical data.

Overall, Ohio's Parole Officer Aide Program has been given positive, often superlative, ratings from almost everyone associated with it; this includes the Law Enforcement Assistance Administration. The aides have performed well in their three years of employment with The Ohio Adult Parole Authority. Regardless of whether parolees, supervisors, or others are evaluating their work, aides should and have received outstanding praise and acknowledgement for their contribution to the field of corrections. The Program should be continued, and adopted in other states.

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